REPORT RESUMES.

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PROJECT CHALLENGE, AN EXPERIMENTAL AND DEMONSTRATION PROGRAM OF OCCUPATIONAL TRAINING, COUNSELING, EMPLOYMENT, FOLLOW-UP AND COMMUNITY SUPPORT FOR YOUTHFUL OFFENDERS AT THE LORTON YOUTH CENTER. FINAL REPORT.

BY- LEIBERG, LEON G.
NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

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THE SOCIAL AND VOCATIONAL REHABILITATION OF 181 INMATES OF THE LORTON YOUTH CENTER WAS ATTEMPTED THROUGH AN 18-MONTH PROJECT INVOLVING COORDINATED VOCATIONAL TRAINING AND REMEDIAL EDUCATION, INTENSIVE COUNSELING, A SYSTEMATIC FOLLOWUP OF JOB PLACEMENT, AND FAMILY AND CAREER COUNSELING AFTER RELEASE FROM THE INSTITUTION. STAFF MEMBERS WERE SELECTED IN PART FROM NONPROFESSIONAL PERSONNEL TO INDICATE A NEW DIRECTION IN SUCH RECRUITMENT, AND VISTA VOLUNTEERS OFFERED TUTORIAL AND PERSONAL OR SMALL GROUP CONTACTS. SEVEN VOCATIONAL COURSES WERE OFFERED--AUTOMOTIVE SERVICES, FOOD SERVICES, PAINTING, WELDING, BARBERING, CLERICAL AND SALES, AND BUILDING MAINTENANCE. A TOTAL OF 158 TRAINEES GRADUATED, AND 64 OF 69 RELEASED DURING THE PROJECT'S CONTRACT PERIOD WERE EMPLOYED AT LEAST ONCE AFTER RELEASE. EIGHTEEN OF THE 69 WERE CONSIDERED UNSUCCESSFUL RELEASES ON THE BASIS OF FURTHER LAW VIOLATION. THE EMPLOYMENT RATE OF RELEASED TRAINEES RANGED FROM 92 PERCENT IN FEBRUARY 1967 TO 75 PERCENT IN JULY 1967. THE AVERAGE FIRST JOB SALARY WAS $70.65 PER WEEK AND THE LAST MEASURED SALARY RANGE WAS $63.20 TO $104.24. PROCEDURE, FINDINGS, AND RECOMMENDATIONS ARE GIVEN FOR DIFFERENT ASPECTS OF THE PROJECT. THE APPENDIX INCLUDES SAMPLE RECORD FORMS, INSTRUCTIONAL MATERIAL, A STAFF TRAINING BIBLIOGRAPHY, NEWSPAPER AND PERIODICAL ARTICLES, AND THE FEDERAL YOUTH CORRECTIONS ACT. TWO PAPERS BY PROJECT PERSONNEL ARE INCLUDED--"THE USE OF NON-PROFESSIONALS AND SERVICE VOLUNTEERS IN CORRECTIONS," BY L.G. BEIBERG AND "EDUCATION AND TRAINING VERSUS MAINTENANCE AND OTHER PRISON WORK PROGRAMS," BY W.D. POINTER. (EM)

FINAL REPORT

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PROJECT CHALLENGE

TO THE

OFFICE OF EDUCATION

U. S. DEPARTMENT of HEALTH, EDUCATION and WELFARE

AND THE

MANPOWER ADMINISTRATION

U. S. DEPARTMENT of LABOR

VT005503

by THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

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FINAL REPORT

to

THE UNITED STATES DEPARTMENT OF LABOR
MANPOWER ADMINISTRATION

Contract Number: 82-09-66-90

and

THE UNITED STATES DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION

Contract Number: 2-6-002140-2140

on

PROJECT CHALLENGE

AN EXPERIMENTAL AND DEMONSTRATION PROGRAM OF OCCUPATIONAL TRAINING, COUNSELING, EMPLOYMENT, FOLLOW-UP AND COMMUNITY SUPPORT FOR YOUTHFUL OFFENDERS AT THE LORTON YOUTH CENTER, AN INSTITUTION OF THE DISTRICT OF COLUMBIA DEPARTMENT OF CORRECTIONS

July 1, 1966 to January 15, 1968

by

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This report on a special manpower project was prepared under contracts with the Office of the Manpower Administrator, U.S. Department of Labor, and the Office of Education, U.S. Department of Health, Education, and Welfare, under the authority of the Manpower Development and Training Act. Organizations undertaking such projects under Federal Government sponsorship are encouraged to express their own judgment freely. Therefore, points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor or the Department of Health, Education, and Welfare.

Photograph on Front Cover by Courtesy of the Washington Daily News

FOREWORD

Project Challenge is the second endeavor of the National Committee for Children and Youth in attempting to find avenues to self-help and self-respect for disadvantaged youth in large urban centers. The similarities in background of youth rejected as volunteers for the Armed Forces and young men who find themselves in a correctional institution far outweigh the differences, yet a high barrier separates these youths in public acceptance.

In both of these groups of young men, many have failed to respond to or be aware of the services available to them in the community. One of NCCY's goals has been to bring the young men and the services together at a decision point in their lives. Where services have not been available to meet the needs of the youths in the projects, it has been necessary to create the programs needed to help the project population achieve the goal of self-support.

Working with the young men in the Lorton Youth Center has convinced us that these youths can be helped to improve their skills sufficiently to become self-supporting and to change their attitudes toward society sufficiently to become useful citizens. These changes can be brought about only by expertly developed programs and a considerable investment of highly qualified staff and adequate funds. That the results are worthy of this investment can be documented in many ways.

One of the insurmountable problems in such an experimental and demonstration program is the pressure of time. Facing the requirement of phasing-out the project in a little more than a year, made it impossible to complete training and follow-up in the community for a sufficient number of trainees to evaluate the program adequately. Are the changes in attitude permanent, or will the released trainees revert to their previous anti-social behavior? Will the institution continue the supportive programs so necessary to the effectiveness of the vocational training? Can a program operated in a conventional correctional setting be as effective as one having the flexibility of an experimental program developed by a voluntary organization? Answers to these questions require more time than is available under a year's contract. We believe that the investment in experimental and demonstration programs would pay greater dividends if an opportunity were provided for two to three year contracts in areas requiring complex programs such as the rehabilitation of inmates of correctional institutions.

The National Committee for Children and Youth recognizes that programs designed to change the attitudes of and to provide employable skills for young men in correctional institutions necessarily must be relatively costly, because of the need for exceptionally well-trained personnel to work with small groups of trainees. Nevertheless, we felt that we had an obligation to keep costs to the minimum possible while achieving our objectives. There is a temptation for experimental programs with Federal Government funding to employ high-priced "hardware," computerized data processing and other new mechanized devices. However, it is obvious that such techniques are not available to the average state or local institution for youthful offenders. If an experimental and demonstration project is to develop a useful program which will continue operation on its own in the initial setting and which can be adapted to other institutions, it must be within realistic financial limitations.

Of course, the essential ingredient of any successful program is a dedicated and competent staff. NCCY has been very fortunate in being able to persuade an unusually capable, devoted and creative group of individuals to meld their talents in Project Challenge. Although each member of the staff played an essential role in the total program, special credit must be given to Leon G. Leiberg, who, as project director, provided that persuasive combination of inspired leadership and dogged determination which guarantees success in any endeavor.

The National Committee for Children and Youth is grateful to all those who contributed time, talent and services to Project Challenge. We are especially indebted to the Manpower Administration of the U.S. Department of Labor and the Office of Education, U.S. Department of Health, Education, and Welfare for the opportunity to test and demonstrate our firm belief that the great majority of young people, whatever their circumstances, desire to become productive and useful citizens, if given the chance to do so. This is the philosophy of Project Challenge.

Isabella J. Jones, Executive Director
National Committee for Children and Youth

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Finally, our thanks to the many individuals and agencies not listed who, through their active support and encouragement, contributed substantially to the fulfillment of the goals of Project Challenge.

PROGRAM RATIONALE [1]

Although more than 100,000 persons leave federal and state prisons each year, few of them receive the kind of training, while in prison, which would enable them to compete successfully for jobs. An even larger number of releasees, many of them teen-aged youth, leave local correctional institutions in cities and towns where modern training programs are, for the most part, not available. Most penologists emphasize that the purpose of imprisonment should be rehabilitation rather than punishment and that training and education are important instruments for rehabilitation. Our society, however, has not provided the facilities and personnel needed to develop the work skills of prisoners.

Most offenders, when they enter penal institutions, have little training or occupational skills. Many of them have had unstable employment experiences, long periods of unemployment, and have poor attitudes toward work. Unfortunately, they generally leave prisons with little or no improvement in either their work skills or work attitudes.

The releasee who enters or re-enters the labor force today is handicapped by his penal record as well as his lack of skills. This additional burden makes it particularly difficult for him to find a job in an economy in which opportunities for the inadequately educated and trained are often scarce.

His lack of education and low vocational skills undoubtedly contribute to his inability to adjust to the world of work, and are apparently significant factors in his high rate of return (recidivism) to correctional institutions. At least one-third of all releasees from federal and state correctional institutions return as prisoners.

The annual cost to the economy of maintaining the entire penal system, including police, parole officers, and the courts, has been estimated at $2 billion. Only a small percentage of this amount is now being utilized for training purposes.

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[1] Excerpted from Manpower Research Bulletin, April 6, 1966, Manpower Administration, U.S. Department of Labor.

TABLE OF CONTENTS

Page

FOREWORD---------- iii

ACKNOWLEDGEMENTS ---------- v

PROGRAM RATIONALE ---------- vii

I. SUMMARY AND FACT SHEET ---------- 1

- A. Summary ---------- 1
- B. Fact Sheet ---------- 5

II. PROJECT CHALLENGE EXPERIMENTAL AND DEMONSTRATION FEATURES ------ 6

III. BACKGROUND CHARACTERISTICS OF TRAINEES ---------- 9

- A. Overview---------- 9
- B. Characteristics ---------- 9
- C. Statistics---------- 11

IV. ADMINISTRATION AND STAFFING ---------- 15

- A. Administration ---------- 15
  - 1. Progress and Problems in Program Development ---------- 15
  - 2. Project Challenge Advisory Groups ---------- 18
    - a. Training Advisory Council ---------- 18
    - b. National Advisory Committee---------- 19
  - 3. Interagency Cooperation ---------- 20
  - 4. Transfer of Operations to The Department of Corrections -------- 20
- B. Staffing---------- 21
  - 1. General ---------- 21
  - 2. Responsibilities ---------- 22
- C. Recommendations and Observations---------- 24

V. RECRUITMENT AND SELECTION ---------- 26

- A. Overview---------- 26
- B. Recruitment Procedures---------- 26
- C. Selection Criteria ---------- 28
- D. Recommendations and Observations---------- 30

VI. COUNSELING---------- 31

- A. Overview---------- 31
  - 1. Background ---------- 31
  - 2. Counseling Objectives and Progress---------- 32
  - 3. Staff Training ---------- 33
- B. Pre-Training Orientation ---------- 33
- C. Group and Individual Counseling During Training ---------- 35
  - 1. Group ---------- 35
    - a. General ---------- 35
    - b. Group Dynamics---------- 36
  - 2. Individual---------- 40
- D. Recommendations and Observations---------- 41

VII. TRAINING ---------- 43

- A. Overview---------- 43
  - 1. Administration---------- 43
  - 2. Enrollment ---------- 43
  - 3. Training Progress ---------- 44
  - 4. Rewards and Training Incentives ---------- 46
  - 5. Staff In-Service Training---------- 47
  - 6. Training Materials ---------- 48
  - 7. Business/Industry Cooperation ---------- 49

Page

B. Training Areas — 50
  1. Automotive Services — 50
    a. Overview — 50
    b. Recommendations — 50
    c. Course Outline — 51

  2. Barbering — 52
    a. Overview — 52
    b. Course Outline — 54

  3. Building Service and Maintenance — 54
    a. Overview — 54
    b. Recommendations — 55
    c. Course Outline — 56

  4. Clerical and Sales — 58
    a. Overview — 58
    b. Recommendations — 59
    c. Course Outline — 59

  5. Food Services — 67
    a. Overview — 67
    b. Recommendations — 67
    c. Course Outline — 68

  6. Interior-Exterior Painting — 71
    a. Overview — 71
    b. Recommendations — 72
    c. Course Outline — 72

  7. Welding — 73
    a. Overview — 73
    b. Recommendations — 75
    c. Course Outline — 75

C. Recommendations and Observations — 77

VIII. EMPLOYMENT — 80

A. Job Development — 80
  1. Overview — 80
  2. Community Liaison — 81
  3. Private Industry — 81
  4. Government — 81
  5. Fidelity Bonding Program — 82

B. Job Placement — 82
  1. Overview — 82
  2. Initial Job Placement by Training Area — 84
    a. Automotive Services — 84
    b. Barbering — 85
    c. Building Service and Maintenance — 85
    d. Clerical and Sales — 86
    e. Food Services — 86
    f. Interior-Exterior Painting — 86
    g. Welding — 87

C. Employment Characteristics of Released Trainees — 87
  1. Employment Rate — 87
  2. Training-Related Employment — 88
  3. Salary Levels — 88
  4. Employment Stability — 89
    a. Percent of Time Employed — 89
    b. Duration of First Employment — 90

Page

c. Number of Post-Release Jobs Per Trainee 91

D. Situation Chart on Released Trainees: August 31, 1967 93

E. Recommendations and Observations 98

IX. FOLLOW-UP 100
A. Overview 100
1. General 100
2. Family Orientation 101
3. Employer Relations 102
4. Cooperation with U.S. Parole Office 102
5. Systematic Versus "Free-Time" Approach 102

B. Follow-Up Profile of Released Trainees 103
1. General 103
2. Success Versus Non-Success 104
a. Success Rate 104
b. Non-Successful by Months After Release 104
c. Successful and Non-Successful by Completion of Training 105
d. Success and Non-Success by Employment Characteristics 105

C. Recommendations and Observations 108

X. REMEDIAL EDUCATION COMPONENT: A CONSULTANT'S REPORT 109
A. Letter of Transmittal 109

B. Consultant's Report 110

XI. VISTA UTILIZATION 116
A. Activities 116

B. Supervision of Volunteers 117

C. VISTA Impact 117

D. Observations of VISTA Volunteers 118
1. VISTA Pre-Assignment Training 119
2. The Use of Female Volunteers in an All-Male Institution 120
3. Planning Family Liaison Activities 121
4. Comments by a Volunteer 122
5. Development of Negro Culture Programs in Penal Institutions 123

E. Recommendations and Observations 124

XII. TECHNICAL ASSISTANCE AND DISSEMINATION ACTIVITIES 126
A. Consultative Services and Conference Participation 126

B. Development of Proposals for New Programs 128

C. Public Information Activities 129

D. Recommendations and Observations 132

XIII. CUMULATIVE RECOMMENDATIONS 133
A. Administration and Staffing 133

B. Recruitment and Selection 133

C. Counseling 134

D. Training 135

E. Job Development and Placement 136

F. Follow-Up 138

G. VISTA Utilization 139

H. Technical Assistance and Dissemination 139

APPENDIX

Page

A. Background of the National Committee for Children and Youth -------------- 1
B. Invitation and Application Form for Project Challenge Training-------------- 3
C. Trainee Intake Form -- 5
D. Trainee Evaluation Forms --- 14
E. Trainee Follow-up Form--- 18
F. Retail Sales Course Outline --- 25
G. VISTA Activity Schedule and Orientation Itinerary------------------------- 56
H. Pertinent Project Correspondence-- 59
I. Bibliography for Staff Training --- 67
J. Newspaper Articles on Project Challenge---------------------------------- 70
K. Follow-Up Letter to Employers and Employee Evaluation Form -------------- 98
L. Project Challenge Graduation Program: July 8, 1967---------------------- 100
M. The Use of Non-Professionals and Service Volunteers in Corrections, Leon G. Leiberg-Director, Project Challenge --------------------------- 101
N. Education and Training versus Maintenance and Other Prison Work Programs, Wesley D. Pointer-Training Coordinator, Project Challenge ------ 109
O. Federal Youth Corrections Act (Title 18, Chapter 402, U.S. Code)---------- 117

I. SUMMARY AND FACT SHEET

A. Summary

On July 1, 1966, as a result of contractual agreements with the U.S. Departments of Labor and Health, Education, and Welfare under provisions of the Manpower Development and Training Act of 1962, the National Committee for Children and Youth began its 18-month Project Challenge demonstration program at the District of Columbia Department of Corrections Youth Center--a maximum security institution for youthful offenders in Lorton, Virginia.

Almost 90 percent of the inmates of the Lorton Youth Center are felons sentenced under the Federal Youth Corrections Act to indeterminate sentences ranging from 60 days to six years. The law provides for a mandatory parole date two years prior to the expiration of that six year period, but the average length of stay in the institution, according to Department of Corrections statistics, is 22 months. The all-male Youth Center population of about 300 inmates is almost entirely Negro. Most were born and reared in the high-crime and delinquency ghetto areas of the District of Columbia and are the products of broken or disorganized family backgrounds. The typical inmate is in the 19 to 22 age group, a dropout from school during his junior high school period and is two to three years retarded in academic achievement. His first of several arrests occurred in his early teens, followed by one or more commitments to juvenile institutions before arriving at the Youth Center under a felony conviction. He is untrained and unskilled and has been only sporadically employed in jobs with little or no career potential.

Project Challenge was designed to offer these young offenders a three-pronged program: first, a coordinated schedule of vocational training and remedial education; second, an intensive counseling schedule designed to instill positive social attitudes and to assist the trainees in identifying with the social and economic system to which they would return upon release; and third, a systematic follow-up program of job development and placement and individual, family and career counseling after release from the institution.

Project staff members were selected on the basis of their estimated ability to deal imaginatively with the problems and pressures of an institutional environment, as well as their competence, training and experience, but irrespective of formal academic credentials. The use of non-professionals was extensive, both among vocational instructors and supportive personnel, and was intended to indicate a new direction for recruitment efforts to correctional administrators. Continuous in-service training provided for staff participation at all levels of the program, resulting in better services to the trainees.

Close working relationships were established with local universities and the business and professional communities in order to gear the program realistically to the demands of the open society. The cooperation of local industry in designing and implementing the vocational program was actively solicited. Representatives of industries and commercial establishments in the Washington metropolitan area assisted in the preparation of course outlines and lesson plans and provided continuous evaluation and advice, serving to keep the vocational training geared to the labor demands of the community. Donations of equipment and supplies provided additional tangible evidence of business and industrial interest in cooperative and mutually beneficial correctional manpower training programs.

A Trainee Advisory Council, consisting of elected representatives from each of the project's seven vocational areas, was established to permit meaningful involvement of trainees in the decision-making, educational and operational aspects of the project, promoting a climate of self-determination and improvement and counteracting the imposed conformity of institutional life. A National Advisory Committee, composed of prominent individuals from fields related to corrections, provided expert consultation to the project during the contract period and was particularly helpful during the planning stage.

During the course of the project, several different strategies for recruiting trainees were employed, including both group and individual approaches. Applicants awaiting enrollment in training courses were placed in hold-groups and were invited to participate in pre-training orientation sessions designed to familiarize potential trainees with the total program, including the vocational and remedial education materials and occupational and training requirements. Counselor interviews and an intake form developed by the staff were used to assist applicants in chosing their vocational and academic programs. In a departure from the traditional programming approach, applicants were urged to take the initiative in planning their own program, with the assistance of project staff. Cooperative management of project activities was emphasized; trainees were involved in the planning and decision-making process from the time of their enrollment in training through the post-release period of readjustment to community life.

Broad selection criteria, designed to screen-in rather than screen-out those most in need of project services, were utilized. Concerted efforts were made to involve those inmates whose academic deficiencies would have excluded them from access to meaningful training under traditional institutional programs, as well as those who presented chronic disciplinary problems in the institution. Selection criteria consisted of the following: demonstrated interest and motivation for training, as indicated by the filing of an application; the assessment of need for skill training; and the two MDTA requirements of release eligibility soon after completion of training and exclusion of individuals who had completed MDTA-sponsored training within a period of one year prior to application for our program.

On-site training courses were offered in Automotive Services, Barbering, Building Service and Maintenance, Clerical and Sales, Food Services, Interior-Exterior Painting, and Welding. Of 229 applicants for training, a total of 181 were selected and enrolled in the seven vocational courses. Of these, 158 graduated and 69 were released (prior to or after graduation) during the contract period.

The training program involved systematic application of both theoretical and practical work and was carried out without primary concern for productivity, but with emphasis on apprenticeship. Practical work and on-the-job training were supplemented by classroom instruction on trade theory and trade-related basic education. Experimental remedial education and vocational talent materials and tutorial services by VISTA volunteers were used concurrently with training to upgrade the educational level of the trainees. Simultaneous operation of the various project components, as opposed to a segmented program with extensive pre-vocational emphasis, served to sharpen the impact of the total program.

Individuals not certified as teachers but skilled in their trades and having a cultural or experiential affinity with the target population were used as vocational instructors. Inmate participation in training was voluntary and program design encouraged self-determination and identification with occupational goals.

During training, an intensified program of group and individual counseling, utilizing a variety of techniques and approaches, was used to increase receptivity to training and educational improvement and to condition and change attitudes. Counseling techniques included group dynamics, free discussion and role-playing, in addition to more conventional group and individual methods.

Counseling staff experimented with the use of an instructor-counselor team and the use of artificially created "critical incidents" involving tension-provoking situations for group discussion and analysis. Depersonalization of topics and situations discussed was an important technique used to overcome the general tendency among trainees not to discuss anything of a personal nature in a group setting. Counseling efforts were also directed toward encouraging frank expression of both latent and manifest hostility resulting from feelings of social distance and alienation, particularly those relating to racial tensions. The residue of intensive feelings resulting from these discussions proved extremely difficult to handle through counseling efforts. As a result, staff members experimented with the use of cultural enrichment programs and sought to moderate and channel potentially destructive attitudes by inaugurating a program designed to provide pride and knowledge in Negro culture, tradition and history.

The extensive use of sub-professionals and volunteers in the project's counseling program required intensive in-service training by the professional staff, institutional personnel and outside consultants. This activity resulted in the development of training procedures and a bibliography of staff training resource materials.

A contingent of seven VISTA volunteers, including two females, was assigned to the project by the Office of Economic Opportunity, at the request of the National Committee for Children and Youth, to demonstrate to the men the concern of citizens and both public and private agencies to alleviate the problems of the disadvantaged.

It was found that successful VISTA programs were those which involved the volunteers as well as the men, and which did not take place during the official institutional 7 a.m. to 4 p.m. workday. An evolution from formalized class activities to more informal personal or small group contacts took place as a result of the need the inmates expressed for personal attention. Academic tutoring, discussion groups, socio-drama, art and music appreciation,and Negro history readings and lectures provided stimulation to the large percentage of Negro inmates and served as a valuable tool for mitigating the social alienation and the cultural and educational deficiencies of the population of the Center.

The use of service volunteers made a considerable contribution to the overall project and laid the groundwork for their future utilization, particularly in the areas of teaching, job development and follow-up, in similar programs elsewhere.

Since it was recognized that the first months following release from incarceration are crucial in determining post-release success or failure, the project's counseling services extended into the community. Intensive support was given by all staff members to released trainees during this period to ensure stability. Most effective was the non-authoritarian approach and the preparation of the trainee's family in establishing a climate of acceptance.

Over the course of the contract period, the project's job development staff contacted several hundred potential employers and developed approximately 150 training-related positions, 120 of which were subsequently filled.

Surprisingly, relatively few of the employers contacted during the project raised the question of bonding. When it did arise, it was in relation to positions requiring services in private dwellings and those which were termed "sensitive" positions by employers: maintenance workers, clerk-typists and painters. There were few bonding requirements for welders, food service personnel, auto mechanics or barbers. Even in those instances were employers raised the question of bonding, in almost every case, the fact that the Federal Government was ready to back-up the employee was enough assurance to the employer that he was not taking an unreasonable risk by hiring a former inmate.

Community liaison was conducted as a function of the project's employment staff with the objective of establishing lines of communication with public and private organizations having job-placement capabilities. This system resulted in increased opportunities for job applicants, while eliminating costly and time consuming duplication of services.

The unwillingness of many men to accept employment outside the Washington, D.C. city limits was an unforeseen handicap in job placement. The reasons given most frequently for this reluctance were the difficulty and/or expense of transportation and a personal conception of prevalent racial attitudes in the suburbs. Another major problem in placement was getting the individual to adjust to a regular work schedule of eight hours a day, five or six days per week. These and other problems, as they became evident, were given emphasis in counseling sessions with the trainees to obtain positive attitude changes.

Frequent staff contacts with employers also provided important feedback for program evaluation, maintained the employers' receptivity to hiring and increased their understanding of the adjustment problems facing the men.

Favorable mention of project activities in the press and the dissemination of project reports resulted in several requests to provide technical assistance involving all phases of program operations and the planning of new approaches derived from our experience. The subsequent consultative services provided by project staff members benefitted a population both young and old, institutionalized or receiving services in their respective communities, at minimal cost to the recipients and with effective cross-fertilization.

When Project Challenge's institutional operations ended on August 31, 1967, its vocational training components were absorbed in their entirety--including the instructors, training methods, course outlines and equipment--by the District of Columbia Department of Corrections, following an evaluation by an independent consultant. Many of the features and principles developed by the project to deal with employment and community support for released offenders were also recognized for their value to the rehabilitation effort, and it was anticipated that they, too, would be incorporated into the Department of Corrections program when budgetary considerations permitted.

B.

PROJECT CHALLENGE

FACT SHEET

As of: August 31, 1967

OPERATING AGENCY: The National Committee for Children and Youth
1145 19th Street, N.W.
Washington, D.C. 20036

STARTING DATE: July 1, 1966

COMPLETION DATE: January 15, 1968 (Institutional Phase: August 31, 1967)

BUDGET: Joint funding by the Office of Education, U.S. Department of Health, Education, and Welfare and the Manpower Administration, U.S. Department of Labor -- ($274,942)

FEATURES: Multi-Occupational Training, Counseling, Employment, Follow-up and Community Support for Youthful Offenders in a Cooperative Effort with the Department of Corrections of the District of Columbia.

LOCATIONS: The Youth Center, Lorton, Virginia and
527 Sixth Street, N.W., Washington, D.C.

STATISTICAL DATA:

Applications for Training		229
Trainees Enrolled		181
- Graduated	(158)	
- Transferred to other institutions	(6)	
- Dropouts	(2)	
- Released or Paroled Prior to Graduation	(15)	
Released or Paroled Graduates		54
Total Trainees Released or Paroled		69
Initial Job Placements*		104
- Released or Paroled Graduates	(49)	
- Trainees Released Prior to Graduation	(15)	
- Men Not Enrolled in Training Program	(40)	
Total Job Placements (Including Re-Placements)		120
Jobs Developed		150
Project Trainees Returned to Jail		18(26%)

*48 of the 64 first placements of former trainees were in training-related jobs. Five released trainees were not initially placed: one moved to another area upon release; another was reincarcerated prior to placement; two declined employment assistance; and the fifth was placed subsequent to August 31, 1967.

VOCATIONAL TRAINING IN:

Automotive Services
Food Services
Painting
Welding
Barbering
Clerical & Sales
Building Maintenance

OF SPECIAL INTEREST:

*VISTA volunteer involvement
*Cooperation in development of educational materials with the George Washington University School of Education
*Private industrial support by gifts of equipment and assistance in training and placement
*Multi-faceted supportive services such as: group and individual counseling and job development and placement
*Technical Assistance in program development to agencies

II. EXPERIMENTAL AND DEMONSTRATION FEATURES

The Project Challenge program of vocational training, counseling and post-release supportive services for youthful offenders incorporated the following experimental and demonstration aspects, most of which were undertaken for the first time in a correctional institution:

1. Feature: Autonomous operation of a private, non-correctionally oriented, voluntary agency within a correctional institution.

   Results:

   - Demonstrated the feasibility and effectiveness of utilizing an outside organization, on a short-term basis, as an agent of change to introduce new concepts, methods and techniques and to establish the framework for their continuation by the host agency.
   - Project experience with operational resistance and defensive posture on the part of institutional middle-management and line staff demonstrated the need for intensive pre-service and interim orientation of both project and institutional staff to assure the acceptance, effective operation and ultimate absorption of a demonstration program.

2. Feature: Emphasis on "screening-in" rather than screening out of applicants for training.

   Results:

   - The training and employment performance of project trainees demonstrated the effectiveness of a program designed to minimize selection factors and emphasize educational remediation and the development of vocational talent.
   - Demonstrated the feasibility of designing a program to meet the needs of limited-ability inmates, those with the least employability and the highest rates of recidivism, and many of those who would normally be excluded from meaningful institutional training programs.

3. Feature: Inmate choice of occupational training area.

   Results:

   - Less attrition in training groups and greater identification of the individual inmate with his educational and vocational goals.
   - Demonstrated that free choice of training programs can result in optimum participation in the learning process if the choices offered reflect the realistic range of interests and potential of the target population.

4. Feature: Short-term, intensive skill training of limited-ability youthful inmates to upgrade them to an occupational apprentice level; the training of such a nature that it would have applicability in other institutions with similar populations.

   Results:

   - Development of a flexible skill training and remediation program which was absorbed by the Department of

Corrections of the District of Columbia at the conclusion of the demonstration period.

- Contributions to the development of prisoner training program models for dissemination and utilization by agencies having responsibilities under the Manpower Development and Training Act.

5. Feature: Integration of trade-related remedial education with vocational training, as opposed to separate academic and vocational programs.

Results:

- Trainees gained in educational development as much as or more than comparable groups in eight public school systems across the nation, and in one-half to one-fourth of the time, using experimental materials developed by a local university and teaching techniques developed by the project.
- The success of this integrated curriculum demonstrated that individuals with severe academic deficiencies need not be excluded from institutional vocational training programs geared to the apprenticeship level.

6. Feature: Involvement of local businessmen, industrial representatives and other employers in the designing and implementation of the vocational training program.

Results:

- Extensive business and industrial support, including advice on program development, technical assistance to program operations, and generous contributions of equipment and supplies, as well as increased receptivity of the private and public sectors to the employment of ex-offenders.
- Demonstrated the advantages and feasibility of a collaborative development and implementation of institutional vocational training programs.

7. Feature: Extensive use of sub-professional and indigenous personnel.

Results:

- These staff members proved to be highly effective in vocational training, counseling and other supportive services in the institution and, as a result of their cultural or experiential affinity with the target population, were far more effective in post-release support of trainees than professional caseworkers.
- The success of their utilization demonstrated the feasibility of such individuals being considered as a new source of personnel for correctional programs.

8. Feature: Utilization of VISTA volunteers within the institution as a demonstration of community interest in the problems of the offender.

Results:

- Development of a flexible and individualized educational program to augment vocational training, with emphasis on tutoring and the stimulation of motivation for self-improvement, through an organized "after-hours" program of educational and cultural enrichment activities.
- Demonstrated that rehabilitation is facilitated when the institutional staff is augmented by persons from the free community with whom the inmate can identify.

9. Feature: Continuity of project services to trainees after release, with counselors and VISTA volunteers providing counseling, job placement and family assistance.

Results:

- Continuity of services provided for development of close relationships between staff members and trainees, resulting in increased acceptance of and requests for project services by released trainees during the difficult period of community reorientation.
- Project experience demonstrated the advantages of interrelated services in dealing with the offender in a continuous rehabilitative process, rather than subjecting offenders to fragmented agency services.

10. Feature: Specialized job development and placement services, including use of a federal bonding program, geared to the needs of an offender population.

Results:

- The employment rate for released project trainees averaged 89.4 percent for the contract period, with training-related placements averaging 75 percent.
- Contributed to development of the U.S. Civil Service Commission Rehabilitated Offender Program to promote increased employment opportunities for released offenders with federal agencies.

III. BACKGROUND CHARACTERISTICS OF TRAINEES

A. Overview

Examination of this statistical profile and additional data gathered by the project staff reveals the picture of a youthful, urban Negro population, largely born and reared in the high delinquency areas of the District of Columbia. A large proportion come from broken or disorganized family backgrounds. Frequency in change of their family residences reflects a high degree of intra-city mobility. The first of several arrests by the police is likely to have occurred in the early teens or at a younger age, followed by one or more commitments to institutions before age 18. While intellectually comparable to the general population of the Washington metropolitan area, they are two to three years retarded in academic achievement and generally have withdrawn or been excluded from school during the junior high school period. An examination of the group's marital status presents a striking impression of continuation of the instability and lack of cohesiveness which characterized individual family backgrounds. They are largely untrained and unskilled and have been employed only sporadically in jobs with little or no career potential.

B. Characteristics

1. Biographical Data

Trainees ranged in age from 17 to 26, with 82 percent (149) falling within the age group 19 to 22. Sixty-eight percent (123) were born in Washington, D.C.; 25 percent (46) were from southern states; and seven percent (12) were from other areas.

Prior to commitment, 26 percent (47) of the trainees lived with both parents, 31 percent (56) lived with one parent, and 7 percent (13) resided with step-parents. The remaining 36 percent (65) lived either with other relatives, their wives or alone. At the time of their commitment, only 13 percent (24) of the trainees were admittedly married. Eighty-eight percent (21) of those married had children. Of the 157 unmarried trainees, 34 per cent (54) admittedly had children for whom they were responsible.

Twenty-seven percent (49) of the training group reported affiliation with the Catholic religion; 55 percent (99) reported Protestant affiliation; 7 percent (12) reported affiliation with the Muslim religion; and 11 percent (21) reported no religious affiliation.

The racial composition of trainees was 94.4 percent (171) Negro, 5 percent (9) Caucasian, and .6 percent (1) Latin.

2. Education and Training [1]

Eighty-two percent (149) of the trainees left school after completion of the tenth grade or less, while only a little over 3 percent (5) completed high school. Eighty-three percent (150) had left school by age 17. Thirty-five percent (63) were reported to have participated in vocational training in school and 36 percent (66) of the trainees had been previously involved in institutional training programs.

The high degree of academic retardation among trainees is reflected in a comparison of the average score on the Stanford Achievement Test (SAT) with the average last grade completed in school: the average SAT score for men enrolled in the project's training programs was 6.5, while the average last grade completed was 9.1. The average BETA IQ score for all trainees was 95, while an average score of 82 was achieved on the OTIS IQ test.

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[1] Data in this section on trainee ability levels and academic achievements was obtained from the Youth Center Psychological Services Division.

3. Criminal History

Eighty-eight percent (159) of the trainees had experienced their first arrest before their seventeenth birthday and 69 percent (124) were under 18 years old at the time of their first commitment. Sixty-seven percent (121) of the trainees had been committed at least once prior to their incarceration at the Youth Center, 23 of them (13 percent) three or more times. Only 33 percent (60) of the trainees had no previous incarceration record at the time of their commitment to the Youth Center.

Eighty-seven percent (157) of the men enrolled in training had a record of three or more arrests, including 25 men (14 percent) who had been arrested 11 times or more. The largest offense category among trainees was robbery, with 24 percent (44) of the men sentenced to the Youth Center for this offense. Housebreaking accounted for 19 percent (34) of the trainee commitments to the Center, auto theft for 18 percent (31), armed robbery for 12 percent (22), assault for 8 percent (14), sex offenses for 6 percent (12), and other felonies for 13 percent (24) of the commitments.

Of the 181 trainees, 156 (86 percent) were sentenced under the Federal Youth Corrections Act and the remainder were sentenced under the provisions of District of Columbia statutes. Seventy-six percent (138) of the trainees had been in residence at the Youth Center for 13 months or more at the time of their application for Project Challenge services.

C. Background Statistics on Trainees

1. Biographical Data (N=181)

CHARACTERISTIC	NUMBER	PERCENT*
Age		
17-18	8	4
19-22	149	82
23-25	24	13
Birthplace		
Washington, D.C.	123	68
Southern States	46	25
Other Areas	12	7
Race		
Caucasian	9	5
Negro	171	94.4
Latin	1	0.6
Religion		
Catholic	49	27
Protestant	99	55
Muslim	12	7
None	21	11
Living With Prior to Commitment		
Both Parents	47	26
Mother	51	28
Father	5	3
Step-Parents	13	7
Other	65	36
Marital Status		
Single	157	87
(with children)	(54)	(34)[1]
Married	24	13
(with children)	(21)	(88)[2]

*Totals may not equal 100% because of rounding.

1/Percent of single trainees

2/Percent of married trainees

2. Education and Training (N=181)

CHARACTERISTIC	NUMBER	PERCENT
Last Grade Completed		
5th - 6th	2	1
7th	19	10
8th	35	19
9th	52	29
10th	41	23
11th	26	14
12th	5	3
Entered College	1	1
Age Left School		
12-14	12	7
15-17	138	76
18-20	30	17
21	1	1
Vocational Training in Public School		
Yes	63	35
No	118	65
Vocational Training in Correctional Institutions		
Yes	66	36
No	115	64
No. of Jobs Held in Year Prior to Arrest		
0	18	10
1- 2	95	53
3- 5	55	30
6-10	11	6
11-15	2	1

3. Arrest and Commitment Data (N=181)

CHARACTERISTIC	NUMBER	PERCENT
Age at First Arrest		
10 or under	35	19
11-12	23	13
13-15	62	34
16-17	39	22
18-20	21	12
21-23	1	1
Age at First Commitment		
Under 13	24	13
13-15	55	31
16-17	45	25
18-20	53	29
21-23	4	2
Total Number of Arrests		
1	10	5
2	14	8
3	18	10
4	20	11
5	33	18
6-10	61	34
11-20	22	12
20+	3	2
Prior Commitments		
0	60	33
1-2	98	54
3-4	17	9
5-6	3	2
7	3	2

CHARACTERISTIC	NUMBER	PERCENT
Months at Lorton Before Applying for Training		
0- 6	4	2
7-12	39	22
13-18	56	31
19-24	41	23
23-36	26	14
36+	15	8
Offense Resulting in Commitment to Youth Center		
Auto Theft	31	17
Housebreaking	34	19
Robbery	44	24
Armed Robbery	22	12
Sex Offenses	12	7
Assault	14	8
Other Felonies	24	13
Sentences		
Youth Act	156	86
Other	25	14

IV. ADMINISTRATION AND STAFFING

A. Administration

On July 1, 1966, as a result of contractual agreements with the U.S. Departments of Labor and Health, Education, and Welfare under provisions of the Manpower Development and Training Act of 1962, the National Committee for Children and Youth began operation of its 18-month experimental and demonstration Project Challenge program at the Youth Center in Lorton, Virginia. Through a schedule of vocational training, counseling, remedial education, post-release job placement and community support services, the project's aim was to reduce recidivism among youthful offenders released from the Center by increasing their employability and expanding their range of alternatives to criminal behavior in the community.

- The National Committee for Children and Youth received and administered the funds for this contract from the Manpower Administration, U.S. Department of Labor, and the Office of Education, U.S. Department of Health, Education, and Welfare.
- The Department of Corrections, District of Columbia Government, permitted free and unrestricted project activities at the Youth Center, limited only by the standard requirements for security.
- The Office of Economic Opportunity provided the administrative backup for the VISTA volunteers attached to the project, consisting of stipends and allowances in keeping with OEO policy.
- The Office of Education approved the utilization of non-licensed instructors, encouraged the development of the vocational curriculum and granted the funds for the purchase of training equipment and instructors' salaries.
- The Manpower Administration granted the funds for the administrative and support staff, provided constant encouragement and established a climate conducive to an effective demonstration effort.

1. Progress and Problems in Program Development

The first six weeks of the contract period were devoted to staff recruitment and orientation, the development of course outlines and preparation of training sites at the Center, the establishment of administrative offices both at the Youth Center and in the District of Columbia, and the preparation of institutional staff and inmates for the forthcoming program. The project director having undertaken exploratory contacts with prospective personnel during contract negotiations, staffing was 85 percent completed by the end of July and reached full complement in early August. Lesson plans for the project's seven vocational training courses were developed by the respective instructors, with the assistance of the training coordinator and project director, and all vocational areas were operational by August 15. The Department of Corrections provided office space in the Youth Center administration building for project staff engaged in institutional operations, as well as space for vocational training, and an office was established by NCCY in downtown Washington, D.C. to serve as administrative headquarters for the project and to provide a base of operations for VISTA, counseling and job development staff involved in the program's community activities.

Although a memorandum of agreement[1] establishing ground rules for the project's operation had been signed by the deputy director of the Department of Corrections and the project director prior to the initiation of activities at the Youth Center, during the phasing-in period,additional meetings with Department of Corrections and Youth Center officials were necessary to clarify issues of mutual concern. One subject of contention, a harbinger of subsequent difficulties during the contract period, concerned NCCY's intention to utilize a contingent of VISTA volunteers with its Project Challenge program. The director of planning of the Department of Corrections felt that there was no need for volunteers in the institution and, should they be deployed, that responsibility for their supervision should be vested in the institutional administration. Eventually, however, permission was received to use the VISTAs in the spirit of NCCY's proposal to the Office of Economic Opportunity and the volunteers, when they arrived in October, 1966, were accepted on the same basis as all other project personnel. It was also agreed that the project was to operate with complete autonomy within the institution, save for restrictions imposed by security regulations. This marked the first time that a voluntary agency was allowed to operate within a maximum security penal institution on an equal basis with the institutional administration.

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[1] Reproduced in Appendix H.

The question of academic teaching time to be provided for the educational component of the program by the Department of Corrections was another topic of negotiations. Because of the small number of academic instructors available, we were told, none could be spared for duties with project trainees. Also, our concept of diversified training was not to the liking of the correctional educators, who maintained an institutional academic program focused on the GED (General Education Development Test) diploma, exclusive of other objectives. Our contention that trade-related remedial education offered in conjunction with vocational training would be of greater benefit to the inmates and provide conditions for a comparative study of the effectiveness of institutional educational techniques met with a general lack of interest. Of necessity, therefore, project instructors, assisted by VISTA volunteers, became responsible for the academic as well as vocational instruction of the trainees. Our conclusion drawn from these experiences is that comprehensive orientation and education of both staffs is a requisite for future manpower training programs where authority over trainees is split and where the staffs have an obvious divergence of backgrounds and objectives.

Experimental materials developed by the Education Research Project of the George Washington University[1] were used to incorporate remediation into all of the vocational courses, using as common denominators mathematics, English, abstract reasoning, two- and three-dimensional visualization, and test-taking techniques. Development and application of these materials and instructional techniques were subject to constant scrutiny and evaluation by both staff and trainees[2] during the contract period. The results of their use were very satisfying, and are discussed at length in Chapter X. A consequent resurgence of interest in learning by the trainees prompted many to take advantage of additional educational opportunities offered by the project's VISTA contingent (Chapter XI).

By mid-August, preparations having been completed, the various components of the project were in full-swing, both at the Youth Center and in the community. The seven vocational training courses at the institution were conducted under the administrative supervision of the project's training coordinator, who was also responsible for coordinating institutional counseling and VISTA activities (the latter, beginning in October) with the vocational program. Community activities--job development and placement, family work, and follow-up of released trainees--were under the direct supervision of the counseling supervisor. Responsibility for the overall administration and general direction of the program was vested in the project director. Weekly conferences were held with the executive director of NCCY so that policy questions, changes in procedure and other matters of concern could be discussed and decisions reached.

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[1] Development of a Curriculum and Materials for Teaching Basic Vocational Talents, by John T. Dailey and Clinton A. Neyman, Jr. The George Washington University Education Research Project, July 1967

[2] See Trainee Advisory Council, page 18.

The project director, training coordinator and counseling supervisor participated in weekly meeting with Youth Center division heads. These meetings, under the chairmanship of the Youth Center superintendent, provided a forum for reporting on progress and problems in the conduct of the project's institutional operations, permitted an exchange of viewpoints on various issues between Youth Center and project staff, and allowed for a settling of problems on the administrative level. Unfortunately for program efficiency, the spirit of these meetings--and the strong support for the project expressed by the director of the Department of Corrections and the Youth Center superintendent--did not filter down to middle-management personnel and correctional line staff at the institution. Relations between institutuional line personnel and project staff members remained extense throughout the contract period. The fact that most of our staff had little prior experience in a correctional environment and had autonomy of operation was greatly resented. Also, our methods of trainee selection, different and untried, were disturbing to the tradition-minded institution staff, as was the ease with which we managed to obtain the confidence, interest and participation of the inmates. The fact that Project Challenge did not concern itself with the rights or wrongs of incarceration remained a topic of constant discussion. Dire warnings were given us that the efforts undertaken on behalf of the inmates were not going to substantially change their attitudes and that project staff members were simply being manipulated by the trainees.

Constant efforts were made to reduce this tension between project and institutional personnel. Periodic refresher sessions on security regulations were held for project staff by Department of Corrections and Youth Center officials. In addition, informal invitations to visit the project's training areas and administrative offices and to participate in weekly project staff meetings were regularly extended to correctional personnel. While these procedures did alleviate some of the tensions and establish a degree of communication between project and institutional staff, opposition to our presence was never totally dissipated, particularly the fear that project staff members were attempting to displace the institution's regular staff and "take over" the Youth Center. Much difficulty might have been avoided, we feel, if it had been possible to devote a greater period of time, prior to initiation of the Project Challenge program at Lorton, to an in-depth orientation of Youth Center staff on the program's purpose, objectives and proposed methods of operation.

Another problem faced during the early stages of project development was the loss of key personnel due to offers of permanent and higher-paying employment from related agencies: the transfer of Vernon E. Hawkins, project job development officer, and of John A. Johnson, the training coordinator, to the D. C. Department of Corrections; and the employment of our senior counselor, Lawrence L. McDonough, by the Office of Economic Opportunity. These offers of employment to staff members underscored the critical shortage of qualified personnel everywhere. We were fortunate in being able to obtain equally qualified replacements without a break in program continuity. The necessity of devoting precious time to the recruitment and training of new personnel for high level positions put an additional burden on program operation and the sponsoring agency.

An early organizational problem was the delay encountered in obtaining our contingent of VISTA volunteers. A request for the volunteers was submitted to the Office of Economic Opportunity in March 1966, but it was not approved until August 31, 1966 and the volunteers finally arrived in mid-October.

The project also had to deal with unexpected problems related to the physical location of some of its vocational training areas. For example, the Welding and Automotive Services training classes were temporarily conducted in unsuitable training sites: the Welding class shared very cramped facilities in the Youth Center vocational building, while automotive training was conducted at the maintenance center of the Lorton Reformatory, several miles from the Youth Center and the other training sites. The latter set-up proved to be extremely time consuming and inconvenient because the trainees had to be driven to and from the site by an institution staff member (project instructors were not issued government drivers' licenses by the Department of Corrections) and, for security reasons, only at specified times. The much-needed automotive servicing unit, which would have given trainees vital experience in the service and repair of operational vehicles instead of just the limited practical application available, never left the planning stage at the Center because the necessary permission could not be obtained from the Department of Corrections.

2. Project Challenge Advisory Groups

a. The Trainee Advisory Council--In charting the development and direction of the vocational training program and other project activities, it was decided that our efforts and experiences should reflect, as much as possible, the cooperative thinking of the project staff and those whom the project was designed to serve. We were firm in our conviction that any meaningful rehabilitation effort must recognize the importance of giving the inmate-trainee an opportunity to gain self-respect by direct participation in the decision making process.

The nuts and bolts of this proposition are many. However, an essential consideration in sorting and assembling them into a functional order is the meaningful involvement of the trainees themselves in the decision-making, evaluation and operation of the institutional program. Apart from custodial and other activities which involve requisite security considerations, there are many areas of institutional activity in which more direct involvement and participation on the part of the inmates is particularly valuable. The creation of a climate within the institution which encourages self-determination and responsible decision-making provides an opportunity structure which promotes self-respect. In such a climate, self-improvement becomes more a responsibility of the individual inmate and less a superficial and transitory response to the imposed conformity to institutional programs. Each inmate is given a vital stake in his own rehabilitation.

One of several suggestions for improving institutional rehabilitation made by the President's National Crime Commission was for greater use of collaborative styles of management: "All institutions should be run to the greatest possible extent with rehabilitation a joint responsibility of staff and inmates."[1] Based on this philosophy, the various components of Project Challenge were structured in such a way as to involve trainees in the planning and operation of the program at all levels. One of the techniques used toward this end was to establish a Trainee Advisory Council. While the use of inmate advisory councils in correctional institutions is not new, in those instances where they now exist, close examination will reveal that most are used merely as window dressing or as a formalized mechanism for the expression of inmate grievances.

The idea of the Council originated from the project's concern over the need for an improved system of communication between the staff, particularly at the level of administration, and the inmates. The Council was composed of one representative from each training group, who was nominated and elected by his fellow-trainees at the beginning of each training cycle and served for the duration of the cycle. While attempts were made by some of the more aggressive inmates to control the elections in their favor, remarkable maturity and judgement was demonstrated by the trainees in selecting individuals with good general potential. Since training cycles varied in length for different training areas, terms on the Council were staggered, providing for considerable rotation without sacrificing consistency and continuity in the focus of the group.

The Trainee Advisory Council met bi-weekly with the project director and training coordinator. During these sessions, problems and progress of the respective training groups were reviewed and discussed and the relative merits of various project activities were critically evaluated. Council meetings soon became the respected vehicle for policy interpretation and decision-making relevant to all phases of the project. Frequently, a guest of the trainees was also brought to this forum for a first-hand examination of the deliberations. In every instance, the general welfare took precedence over individual desires and spot checks with trainees found them well informed and in general agreement with the decisions made by the Council on their behalf. Council members did not receive any special consideration for performing their duties but were keenly aware of the status derived from their additional responsibilities. Efforts were made to assure that Council representatives reflected the views of their respective training groups by providing classroom time prior to scheduled meetings during which issues were raised and discussed and the opinions of all trainees solicited. Following the Council meeting, additional classroom time was scheduled to allow for dissemination of information and discussion of the issues raised at the meeting. It was the responsibility of each representative to provide every member of his class with access to the general forum and to discuss and interpret the decisions made in the Council.

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[1] The Challenge of Crime in a Free Society: A Report by the President's Commission on Law Enforcement and Administration of Justice, (Washington: Government Printing Office, 1967), p. 174.

In developing our model program, efforts were made to involve inmate-trainee and staff thinking along with industrial requirements at the input stage. Trainee and industrial advisory groups[1] and in-house evaluation by staff provided feedback on program effectiveness which was the basis for any change within the program. They served as a "correction factor" for the project, keeping its activities responsive and relevant to the interests and needs of the trainees.

For example, trainee-advocated changes were made in the administration of the remedial education program after careful consideration of questions raised by the Trainee Advisory Council. Initially, instruction using the George Washington University experimental materials was conducted in large groups, which included trainees from several training areas, by counseling staff and VISTA volunteers. Although posing certain difficulties in terms of reallocation of staff time and program emphasis, trainee-recommended changes for decentralizing instruction to the various training sites and using the vocational instructor along with the class counselor or VISTA as a teaching team were adopted. These changes, while adopted reluctantly by the staff, later proved very successful and added substantially to the effectiveness and impact of the remedial education program.

In addition to providing on-going assistance to program direction, the Advisory Council provided leadership in developing the program for the trainees' graduation exercises (Appendix L). The agenda for an employer-employees conference was also develeoped by the advisory group, with staff assistance, and an elected member of the Council served with the project director, the Youth Center chaplain and other institutional staff as a judge in training group competition for best display at the Youth Center Open House. Other trainees selected by the Council participated in the project's public information efforts by appearing on local radio and television programs.

b. National Advisory Committee--The National Advisory Committee to Project Challenge was established to provide expert advice to the program during the demonstration period. Although formal meetings were held only as necessary, individual members provided on-going assistance. Their encouragement and support were greatly appreciated by the National Committee for Children and Youth and project staff and trainees. The following persons served on the Committee:

Dr. William E. Amos, D.C. Crime Commission
Mr. H. Robert Borden, United States Employment Service
Mr. Eli E. Cohen, National Committee for the Employment of Youth
Dr. John T. Dailey, the George Washington University
Dr. David Dichter, Youth for Development, Inc.
Dr. Joseph H. Douglass, National Institute of Mental Health
Mr. Charles E. Fuller, Universal Consultants, Inc.
Prof. Howard Gill, American University
Hon. Orme W. Ketcham, Juvenile Court of the District of Columbia
Dr. Peter Lejins, University of Maryland
Mr. Elliott W. Lucas, Armstrong Adult Education Center
Mr. J. Robert Weber, National Council on Crime and Delinquency

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[1] See Business/Industry Cooperation, p. 49.

The assistance of Mrs. Rita Valeo of NCCY, Prof. Howard Gill, Dr. Peter Lejins, Dr. William Amos, and the Honorable Orme Ketcham in planning the impending project and conceptualizing some of the needed demonstration aspects of the proposed program was of great help at a critical stage of contract negotiations. The interest of Dr. John Scanlon, Office of Juvenile Delinquency, U.S. Department of Health, Education, and Welfare, was also appreciated.

3. Interagency Cooperation

On the whole, contacts for supportive services with other agencies were profitable and effective. The D.C. Department of Corrections, the U.S. Employment Service, the local CAP (Community Action) programs, the courts, etc., offered their cooperation throughout the project in making our operations more effective, especially during our initial staff training and orientation period.

There were, of course, some areas in our program where interagency problems were encountered. An area in which the Department of Corrections could have been of greater assistance dealt with providing government driver's licenses to the instructors at the Center and allowing the official use of one of their vehicles for the placement and follow-up of trainees. Indeed, the only vehicle available to our staff was provided by the General Services Administration to serve as transportation for VISTA. It was used extensively in the metropolitan community but there were many instances when conflicting schedules and emergency problems reinforced our need for an additional vehicle.

The project generated a great deal of interest among various Federal Government agencies, including the National Institutes of Health, the Civil Service Commission and the Office of Education, which repeatedly sent representatives to the Center for on-the-spot observation of our training program and facilities. This first-hand evaluation by Federal agencies led to greater understanding of, and support for, our program and opened new avenues of employment for released trainees.

4. Transfer of Operations to the Department of Corrections

Tentative planning for the transfer of responsibilities for the vocational training program developed by NCCY-Project Challenge to the Department of Corrections began in December 1966. A mutual agreement having been reached on the success of barber training, the project urged the Department of Corrections to take over that vocational area in February. However, because of budgetary problems, the early transfer of this program never materialized. Early absorption would have made possible substitution of another experimental training course.

In late March 1967, a conference was held with the associate director for research and planning and the educational services coordinator of the District of Columbia Department of Corrections to initiate plans for absorption of the entire training program at the end of NCCY's contract period for the project. Subsequent to this conference, a time table was established for the transition. Project administrative and operating procedures, lesson plans, course content, and training methods and techniques were reviewed with the educational services coordinator, and later with the department's vocational supervisor. Course outlines with bibliographies of texts, lists of training films and other training aids were turned over to the department.

During the late spring and early summer, a preliminary analysis of the project's training program and a limited effectiveness-study based on a small number of project releasees were undertaken by a Department of Corrections research consultant. Based on these studies and earlier evaluations, the department made plans for retention of all training programs with the exception of Clerical and Sales. The decision to discontinue this vocational area was based on several observations made by Department of Corrections evaluators. Sales training, they observed, would tend to reinforce deviant and unethical behavior patterns, since many sales approaches are based on the premise that the end justifies the means.

Clerical training was viewed as impractical because of the limited aptitudes and ability levels of Youth Center inmates. It was observed that stability on the job and placement difficulties also mitigated against continuation of clerical training. These observations are in substantial disagreement with project experiences and the employment data on released graduates of this training program (see ChapterVIII). As an alternative to continuation of clerical training, and as a compromise with the recognized need for clerical skills in institutional assignments, the department announced its plans to incorporate typing as an elective in the academic school program.

While Project Challenge training components continued at full momentum through August 31, 1967, during the last week of operation, equipment and supply inventories were completed and arrangements were made through the funding agencies for transfer of all project equipment and supplies to the Department of Corrections. This unprecedented arrangement (project equipment and supplies are usually remanded to the General Services Administration at the termination of the contract period) enabled the Youth Center to continue the training program without delay and with the benefit of well-equipped vocational shops. Equipment and supplies donated to the National Committee for Children and Youth were also turned over to the Department of Corrections.

Many of the features and principles developed in dealing with employment and community support for released trainees have also been accepted and, we hope, will soon become standard practice in this community.

We regret that more time was not available to test some of the other areas of concern to us, particularly the bringing together of area educators to solve the chronic problems of education encountered with disturbing frequency in all the institutions keeping offenders, young and old. Our task was frequently difficult and always impossible to handle in a routine manner, particularly because of time and money limitations. It was, however, an honest effort and we have attempted to describe it frankly, since the purpose of a demonstration is not only to do, but also to show how it was done for eventual application elsewhere. What gave the project its distinctly unique flavor was a staff dedicated to the proposition that a prisoner training program was worthy of the best effort that could be mustered.

B. Staffing

1. General

Because so much responsibility is vested in the staff of an experimental and demonstration program, it is extremely important to evaluate, objectively and accurately, the assets and liabilities of the candidates for various positions. The possibility of "culture shock" among individuals who have never experienced the closed institutional environment and the skepticism and hostility originally meeting one when working with felons require that a person be stable, reasonably mature and experienced in his field, and capable of working under pressure without losing one's sense of humor. He must be able to establish meaningful adult relationships without losing sight of operational necessities and program goals and be capable of giving of himself without fear, as the frustrations of deprivation and the injustices created by society's prejudices are sometimes translated by those served into actions difficult to understand. It would be a mistake to believe that formal credentials assure that one is able to understand these feelings or that educational achievements are necessarily the best preparation.

Instructors were recruited and selected on the basis of not only their background and competence in a particular vocational field, but for their estimated ability to deal imaginatively with training-related problems and the pressures of the institutional environment. Counselors were selected for their experiential backgrounds and expressed interest in dealing with the social problems of our time. In addition, a contingent of VISTA volunteers were requested from the Office of Economic Opportunity. We felt that their presence at the Youth Center as community representatives would mitigate the feelings of social ostracism among the men in the institution and that their residence in the men's home neighborhoods would allow them to be readily available to assist released trainees and their families in overcoming various post-release adjustment problems.

Instructional staff, VISTA volunteers and counselors received training and orientation prior to and throughout their participation in the project. This consisted of briefings on and visits to related correctional agencies in the Washington metropolitan and surrounding areas, and participation in periodic conferences dealing with correctional vocational education. Examples of the latter include the Manpower Training and Dissemination Conferences sponsored by the Manpower Administration, U.S. Department of Labor, at Montgomery, Alabama; Houston, Texas; and New York City; the National Council on Crime and Delinquency (NCCD) Conference at Anaheim, California; and the American Correctional Association Conference at Miami, Florida. Attendance at these conferences gave the staff insight into the experiences and problems of others engaged in similar efforts. It provided an opportunity for an exchange of experiences, observations and points of view, thus fulfilling the aims of the manpower program for dissemination and information on accomplishments and needs in the general field of corrections.

2. Staff Responsibilities

a. The Project Director was responsible for the recruitment, selection, training and supervision of all project staff; the coordination and administrative supervision of the various aspects of training, counseling, placement and follow-up, both within the Youth Center and in the community; and rendered technical assistance to all of the disciplines represented. He had responsibility for the overall administration of the program and for developing and revising vocational course content to suit the requirements of the labor market. He was responsible for continuing evaluation of the effectiveness of the experimental and demonstration effort and for instituting revisions and innovations to improve it. He represented the National Committee for Children and Youth in negotiations with cooperating organizations, provided consultative services, gave lectures, wrote reports and documents relative to the program, initiated public relations activities, and prepared and negotiated new projects in keeping with the aims of NCCY. He acted as liaison officer between NCCY and the funding agencies, and other interested public and private organizations.

The project director was responsible to the executive director of the National Committee for Children and Youth.

b. The Training Coordinator had responsibility for the direction, coordination and supervision of the training program and other activities at the Youth Center. He evaluated the program, provided leadership to the staff, initiated changes in course content, planned activities deemed essential to the aims of the project, and acted to involve local industry and government agencies in cooperating with the program. He developed in-service training and staff development programs, represented the project at national conferences and dissemination institutes, rendered consultative services and technical assistance to other manpower training programs, developed program proposals for new experimental and demonstration projects, wrote reports, and participated in public information activities. The training coordinator reported directly to the project director and served as his deputy.

c. The Counseling Supervisor was responsible for the supervision and in-service training of professional and non-professional staff involved in the project's supportive services, which consisted of counseling, employment placement and VISTA activities, and for coordinating these services to provide maximum assistance to the trainees. He represented the project at meetings and local and national conferences, participated in consultative activities and rendered technical assistance to agencies in the private and public sectors. He exercised leadership in creating vital and dynamic VISTA programs, both in direct relation to project activities and in planning future efforts of this type, and trained volunteers for service in other prison programs. He participated in public information activities, wrote reports, maintained statistics, assisted in the development of proposals for new programs, and supervised staff instruction of trainees with the experimental remedial education materials. The counseling supervisor was operationally responsible to the training coordinator at the Youth Center and reported directly to the project director in matters dealing with community supportive service.

d. The Job Development and Placement Officer initiated all contacts with prospective employers of project trainees, placed released trainees in jobs and coordinated the bonding program for the project. He maintained close liaison with interested public and private organizations in the community for the purpose of opening new opportunities for released offenders. He also provided leadership in maintaining effective and meaningful relationships with trainees and VISTA volunteers assigned to him for employment assistance activities. In addition, he participated in the general counseling program within the institution, with particular focus on employment and attitude changes, represented the project at meetings and local and national conferences, wrote reports, kept employment statistics, and was instrumental in maintaining employer-trainee relations. He was under the general supervision of, and reported to, the counseling supervisor.

e. The Group Counselor performed his work both in the institution and the community. He had primary responsibility for the initial "intake" interviews and participated in the selection of trainees with the project director, training coordinator and counseling supervisor. He provided the opportunity for both individual and group counseling approaches, coordinating these efforts with his institutional counterparts and the community service workers. He maintained a close relationship with the Department of Corrections' Pre-Release Guidance Center (where most of the project's trainees resided for a period of time after release from the Youth Center), took the initiative in creating a climate of acceptance for the project's educational effort, reported on the trainees' progress, participated in staff training, and prepared periodic reports on his activities.

The group counselor also initiated program innovations and laid the groundwork for generating community support for the released trainees. He was also instrumental in outlining an effective VISTA training schedule based on his Peace Corps experience and developed an NCCY program to train volunteers for correctional programs. He reported to the counseling supervisor.

f. The Vocational Instructors performed the functions of their responsibilities at the Youth Center. Individual instructors, in addition to their primary vocational efforts, gave leadership in the teaching of trade-related basic education materials. They participated in trainee group counseling and staff training and evaluation sessions, prepared basic equipment and progress reports, and used initiative in improving the total program. In order to assure the pertinency of training to current industrial requirements, all instructors were expected to be active in local trade and professional associations and to remain abreast of new developments in their respective trades. The vocational instructors were directly responsible to the training coordinator.

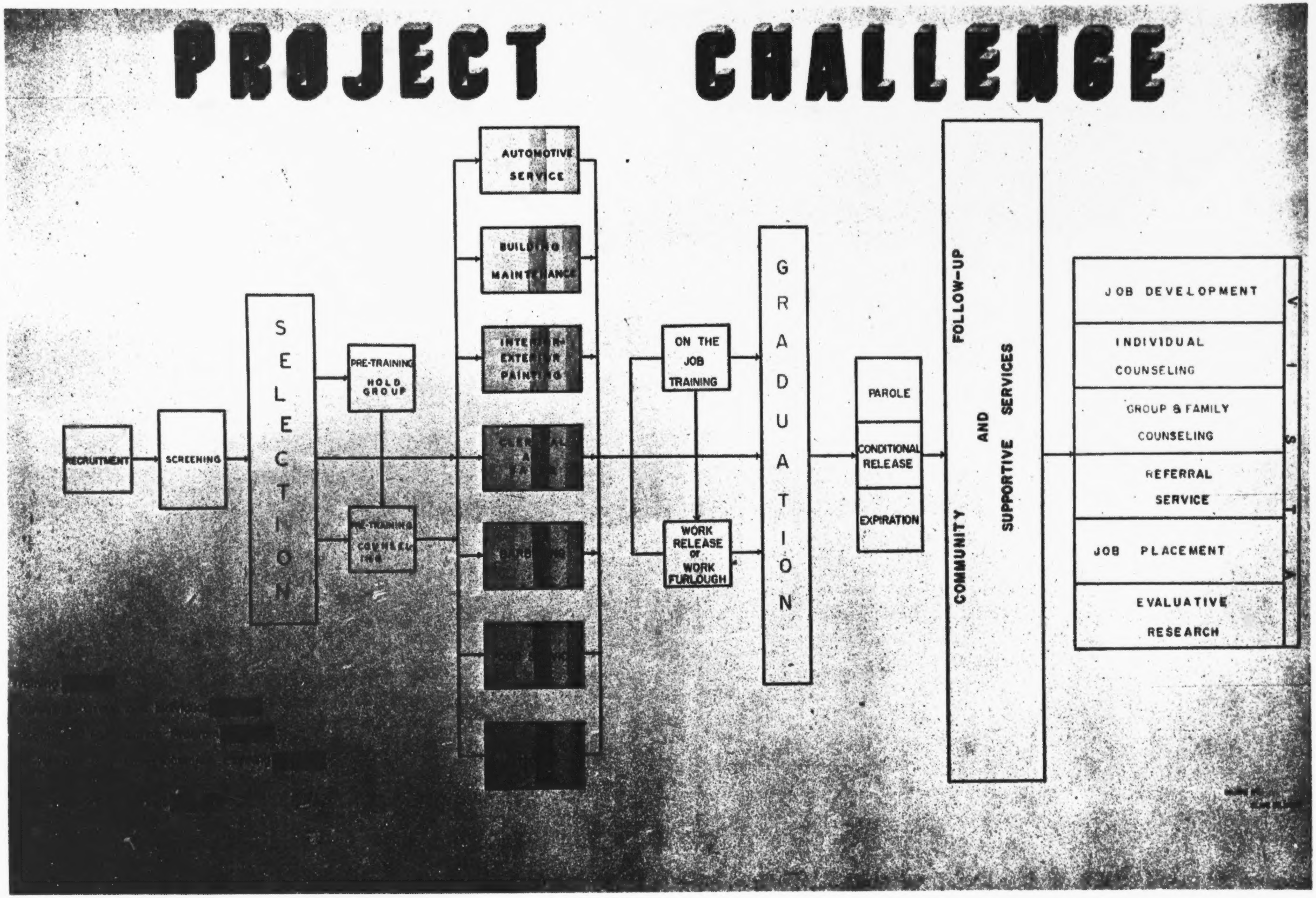
g. The Assistant to the Project Director had major responsibility for the reviewing and editing of all project documents and reports, particularly the final report, and was charged with the dissemination, both locally and nationally, of the existence, nature and progress of the efforts of Project Challenge in the rehabilitation of youthful offenders. He maintained close contact with the news media, stimulating community support for the project's efforts via newspaper coverage of project activities and goals and the participation of staff members and trainees in radio and television public affairs programs. He also assisted staff members in the preparation of written reports, coordinated and supervised the flow of visitors to the Youth Center and performed various administrative duties under direction of the project director.

h. The Project Secretary was responsible for all clerical activities supporting the staff. She acted as receptionist, typist and secretary, prepared all typed documents and maintained staff records. She also supervised temporary clerks, in accordance with agency practice. The project secretary was responsible to the project director.

i. The Administrative Officer of the National Committee for Children and Youth devoted fifty percent of her time to the project. She maintained financial records in accordance with agency standards and supervised all fiscal activities, controlling project expenditures in line with budget requirements. She also supervised a full-time project administrative assistant, who maintained records of receipts and disbursements in journals of entry, performed double-entry bookkeeping, posted to the general ledger, prepared trial balances, and performed related clerical work. Both staff members were physically located at the National Committee for Children and Youth's administrative headquarters.

C. Recommendations and Observations

- The strength of any program lies in its staff. To remain effective, interested and production-oriented, this staff has to receive the tangible support of the highest levels of the administration. Communication channels have to be kept open and individual initiative encouraged.
- Group participation of staff members in periodic evaluation and training sessions serves as an excellent vehicle to improve methods and define short- and long-range goals.
- Lines of authority and supervision need to be clearly defined. It is the responsibility of the institutional administration to provide line staff with the tools and the direction to carry out the objectives of the program.
- Expectations of satisfactory performance without realistic assessment of needs and material support destroy the sense of accomplishment and usefulness in staff and reinforce negative attitudes in the target population.
- The unwillingness to provide a real, even if minor, role to inmate self-management prevents positive relationships with correctional staffs. An opportunity for participation in decision-making, not involving custody and security considerations, and a system of inmate/staff communication could eliminate many unnecessary difficulties in correctional institutions.
- The correctional system of promotion by virtue of seniority rarely attracts and keeps individuals with a strong sense of social commitment. Such unsound management policies are costly to the taxpayer and defeat inmate rehabilitation aims by creating conditions devoid of a sense of urgency in the preparation of the inmate to the reality of the world of work.
- Comprehensive orientation and education of both institutional and project staff should be a prerequisite for correctional training programs in which authority over trainees is to be divided and when there is an obvious divergence of backgrounds and objectives on the parts of the respective staffs.



PROJECT CHALLENGE
RECRUITMENT
SCREENING
SELECTION
PRE-TRAINING HOLD GROUP
PRE-TRAINING COUNSELING
AUTOMOTIVE SERVICE
BUILDING MAINTENANCE
INTERIOR-EXTERIOR PAINTING
ON THE JOB TRAINING
WORK RELEASE or WORK FURLOUGH
GRADUATION
PAROLE
CONDITIONAL RELEASE
EXPIRATION
COMMUNITY FOLLOW-UP AND SUPPORTIVE SERVICES
JOB DEVELOPMENT
INDIVIDUAL COUNSELING
GROUP & FAMILY COUNSELING
REFERRAL SERVICE
JOB PLACEMENT
EVALUATIVE RESEARCH
VISTA

V. RECRUITMENT AND SELECTION

A. Overview

After the introduction by the National Committee for Children and Youth of the Project Challenge program to the inmate body in July 1966 and the circulation of invitations to apply for training (Appendix B), applications poured into the project office. By the end of August, 119 applications (37 percent of the total inmate population) had been received and processed, with 79 men selected and enrolled in training by mid-August. Recruitment efforts were curtailed during November with increasing staff emphasis on individual and group counseling with training and "hold" groups, and on development and initiation of our remedial education program.

In December, stepped-up recruitment efforts increased the total number of applications for training to 170 by the end of the month. Seventy-five new trainees were subsequently selected for the second training cycle in all seven vocational areas during January and February, after which recruitment activities were again abated. During the transition from one training cycle to another, the demands on counseling staff were substantially increased by the need for coordinated planning with the institutional staff for placement of graduates remaining in the institution. Considerable effort was made to arrange training-related placements for men completing the courses and to encourage the institutional staff to devise means of utilizing inmate manpower resources in such a way as to take advantage of the skills acquired through training.

Recruitment efforts were again intensified in late March and total applications for training by May numbered 229. In early May, 27 new trainees were selected for third-cycle training in the four 18-week courses.[1] From late May until the project's termination, applications for training were not accepted; however, interested applicants and those remaining in "hold" status were advised that their names would be submitted to the institutional staff with a request for priority consideration in the first training group when the project's vocational program was absorbed by the Youth Center.

B. Recruitment Procedure

It was decided that a completely open and straightforward effort would be made to introduce Project Challenge to the inmate body. Rather than have the men rely on hearsay and rumors about the new program, we requested the superintendent to release all the inmates from their regular activities for a general meeting in the auditorium on July 19, 1966.

On that occasion, the superintendent introduced the program formally and the project director brought the intent of the demonstration to the attention of the inmates. The Manpower Development and Training Act, the National Committee for Children and Youth, and the backgrounds of project staff members were explained. Our avowal that the cornerstone of the project was a belief in the intrinsic worthiness of the men as potentially useful citizens was at first met with skepticism but after we stressed the separation of the project from the institutional routine, there was a noticeable improvement in audience reaction. The occasion also afforded the opportunity for a group meeting with individual instructors, followed by distribution of training applications and invitations to apply. Interest in the meeting, as evidenced by the large turnout and the very few who walked out during the presentation, was seen as a good portent for the future. We were not disappointed; almost 100 applications were received in a week's time.

The next step was the intake procedure. After many meetings between the counseling staff, the job placement officer and the project director, an intake form (Appendix C) had been developed for the purpose of gathering basic data on trainee characteristics and to promote, through the initial interview, an early relationship between counseling staff and prospective participants in the program. The intake form was not used as an instrument for selection but to rapidly familiarize counseling staff with the background, interests and attitudes of the target population, and to serve as a guide in assisting the applicants to choose their vocational programs. Subsequently, the form was used to focus counseling efforts on major areas of concern, particularly in individual sessions.

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[1] A detailed discussion of course lengths and training-cycle duration is presented in Chapter VII.

During the initial interview, every effort was made to see that each applicant understood all aspects of the vocational area he had chosen. It was largely a matter of self-placement, with the advice of the intake interviewer. For experimental purposes, the project departed from the traditional criteria for placement, such as SAT scores, ability and aptitude tests, interest inventories, offense category, disciplinary reports, previous record, etc. The counselors pointed out different aspects and characteristics of each vocational area and the particular interests and abilities of those individuals who are usually successful in each vocation, but the final decision for placement was left up to the applicant. The importance of allowing the youthful offender to begin early in the rehabilitative process to make certain choices and decisions for himself, particularly in the area of vocational training, has been recognized in a United Nations review of institutional programs serving this age group:

> As to vocational training, the wishes of the young persons concerned should be taken into consideration as much as is feasible. These wishes are sometimes quite clearly expressed by the young persons. Thus some boys tried their utmost to avoid a certain borstal in Canada because there was no training in auto mechanics.[1]

It should be noted that this approach constituted a significant departure from the traditional programming procedures used by the institution through its classification process. The latter relies heavily on background social data and scores on psychological test batteries in placing the man in the various programs available in the institution, while minimizing latitude for choice and self-determination of the individual involved. Functional ability prerequisites are established for admission to the various vocational training areas. Those identified by the screening process as academically unprepared for training are placed in the institution's academic program with the understanding that they will be allowed to enter training when the educational goals established by the committee are attained.

While it is indisputable that basic literacy training and remedial education are vital to the rehabilitative process, increasing the employability of the youthful offender through the development of functional marketable job skills should take precedence, particularly under conditions of short-term sentencing. Most of the project's target population were "pushouts" or "dropouts" from public schools and had an average of several years residence in juvenile institutions where heavy emphasis was placed on remedial and academic improvement. The limited effectiveness of the traditional basic education and teaching techniques in reaching this group is well documented in the literature and was reflected in the severe academic deficiencies of those of our trainees who had been repeatedly exposed to this approach in earlier institutional experiences.

During most of first-cycle training, recruitment activities were curtailed due to the demands of counseling and the project's remedial education program on the recruitment staff. In late November, as time approached for second-cycle selection, recruitment efforts were resumed using a variety of strategies:

1) Presenting our total program to the inmates and their families during an "open house" day at the Youth Center.

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[1] The Young Adult Offender: A Review of Current Practices and Programmes in Prevention and Treatment, United Nations (Department of Economic and Social Affairs #ST/50A/SD111), New York, 1965, p. 103.

2) Re-distribution of applications for training to all classification and parole officers, psychologists, school personnel and dormitory officers at the institution.

3) Periodic meetings with classification and parole officers to discuss training progress and sensitize them to the various activities and services provided by the project.

4) Encouragement of men enrolled or awaiting enrollment to urge their friends to apply for training.

5) Introducing our program to new inmates as a part of the admissions orientation and encouraging them to submit applications.

After selection for second-cycle training was completed, the measures described above resulted in a steady trickle of applications for training throughout the cycle, primarily from new arrivals. In April, when selection for third-cycle training in several areas was imminent, personal invitations to apply for these areas were sent to each inmate who had not previously submitted an application. By the end of May, a cumulative total of 229 applications for training had been received as a result of the project's recruitment efforts.

C. Selection Criteria

In designing our program and its selection process, it was felt that the program should be directed toward "screening-in" rather than "screening out" the least employable. Since almost every inmate in an institution is in need of some counseling or training, there is a temptation, when designing a program which can serve only a limited number of those eligible for such services, to insure a greater degree of success by stiffening selection and preliminary screening criteria. Such a procedure often results in a systematic screening out of those most in need of the program's services:

> Formal screening procedures usually involve one or more tests, validated for the same or similar occupations over a period of time. At best, however, they furnish an approximation rather than an absolute prediction of success or failure of a candidate. If the only goal is to heighten the probability of candidates finishing the course successfully, such devices are likely to be of great assistance. Unfortunately, however, they also weed out marginal candidates whose actual possibilities may be as great as those who are accepted. This becomes a serious problem if the focus of the program is on the upgrading of the individual, rather than on the success of the training . . . this issue has . . . been important in the training developed under the Manpower Development and Training Act. Applicants for classroom training have been screened by the public employment service, using the General Aptitude Test Battery norms for specific occupational families. Although many thousands have been trained under this program, the application of such selection criteria probably screened out those who were least employable.[1]

Aware of the pitfalls of traditional selection procedures, the project stripped its selection process to the bare essentials, incorporating only statutory restrictions imposed by the Manpower Development and Training Act and the additional requirements of interest and need. Directed efforts were made to involve those inmates whose academic deficiencies had made them ineligible for meaningful trade training under the routine institutional program and those who had presented chronic disciplinary problems in the institution.

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[1] Youth Employment Programs in Perspective, U. S. Department of Health, Education, and Welfare, U.S. Government Printing Office, Washington, D.C., 1965.

The design of the screening and selection component of the project reflected the belief that, normally, a large segment of the correctional population--and probably the majority of the hard-core recidivist group--receive only token exposure to meaningful treatment and training programs. While, admittedly, the rehabilitation of this hard-core population is very difficult and correctional treatment staff would prefer to concentrate on those inmates who "can be helped," it is the former group which must be reached if we are to slow the pace of the revolving door of recidivism.

Criteria for selection of individuals for Project Challenge training consisted of the following:

1) Demonstrated interest and motivation for training as indicated by the filing of an application.

2) Determination of an applicant's relative need for skill-training based on an examination and assessment of the level of skill development reflected in his pre-incarceration employment record.

3) Proximity in time to probable release on parole was considered in order to assure that training would be completed as closely as practicable to the anticipated release date.[1]

4) Individuals who had completed MDTA training within a period of one year prior to application for our program were not accepted.

Selections were made by a committee composed of the training coordinator, counseling supervisor and job development officer, with the approval of the project director. Youth Center classification and parole staff provided information and advice but were not directly involved in the selection process. With a few exceptions, training enrollment was limited in order to maintain an optimal trainee-instructor ratio of twelve to one. The training cycles were designed to run consectuviely and lasted from four to nine months, depending on the vocational area.

The recruitment and selection process was a continuing function throughout the life of the project. Those men not accepted for the first training sessions and subsequent applicants were assigned to a "hold" status and entered training as openings occurred or as new cycles began. While awaiting entry into training, they were invited to participate in tutorial and remedial education classes and other supportive activities and services offered by the project.[2]

Of the total of 229 applicants for training during the contract period, 181 were selected and enrolled in the program. All except two of those enrolled met selection requirements. In both cases, the applicants were serving long-term sentences but were allowed to enter training because of what the counseling staff considered unusually strong motivation and because there existed possibilities for advanced training in institutional on-the-job training assignments in their chosen vocational areas.

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[1] The indeterminate sentence, characteristic of Youth Act sentencing, precluded advance knowledge of specific parole dates.

[2] See schedule of VISTA activities, Appendix G.

The following chart lists the 48 applicants not enrolled in training, by requested vocational area and reason for non-selection:

	Automotive	Barbering	Bldg. Maint.	Clerical	Food Services	Painting	Welding	Total
Long-Term Sentence	1	3	-	4	2	-	4	14
Withdrew for Institutional Assignment	1	-	1	1	1	2	4	10
Applied after Start of Final Training Cycle	1	6	-	1	-	-	-	8
MDTA Training within One Year of Application	1	4	-	-	-	3	-	8
Transferred to other Institution	1	-	1	2	-	-	-	4
Paroled Prior to Training	2	-	-	-	-	1	-	3
Medical Reasons	-	-	1	-	-	-	-	1
GRAND TOTAL	7	13	3	8	3	6	8	48

The biographical characteristics, educational backgrounds, ability levels and criminal histories of the 48 men de-selected did not differ significantly from those of the men enrolled in training.

D. Recommendations and Observations

- It is recommended that institutional trade training placements be made by a vocational guidance division operating in cooperation with, but apart from, the classification committee of the institution.
- Increased involvement of the offender himself in choosing his training area and in planning and establishing his educational and vocational goals is strongly recommended.
- Since correctional MDTA training programs have as their primary focus upgrading and rehabilitation of the individual, emphasis in the selection process should be on screening-in rather than screening out those lease employable.
- Directed efforts to stimulate the interest and support of family members in the trainee's training progress and goals is strongly recommended.
- Inmate manpower utilization studies should be made periodically to encourage efficiency and avoid unnecessary overloading of institutional work assignments. Such a procedure should serve to allow more men to participate in meaningful training programs.

VI. COUNSELING

A. Overview

1. Background

At least 80 percent of the inmates in residence at the Lorton Youth Center are sentenced under the Federal Youth Corrections Act, which provides for an indeterminate sentence ranging from 60 days to six years, with a mandatory parole date two years prior to the expiration of the six-year period. Regardless of the nature of the offense or the previous criminality of the man, he is, at least legislatively, promised the opportunity for self-improvement through a rehabilitative "treatment and training" process designed to greatly enhance his ability to succeed economically and socially upon release. As a result, the majority of the youthful offenders arriving at the Youth Center are initially motivated to participate in programs which would increase their potential to share in the opportunities the community provides for those who are adequately trained and educated.

During his first weeks of orientation at the Center, however, the new arrival learns that, quite in contract to what he has been led to believe, custodial services take precedence in the institution. Disillusionment turns to dismay or bitterness when the inmate faces the classification committee to be informed of his "program," which has been devised with minimal involvement by himself. It is only on rare occasions that the program which an individual desires and the one which the institution feels is best for him coincide; or if they do coincide, that it is available.

The inmate who is involved in this "training" process is almost certainly going to feel that he has been duped, that incarceration is, after all, solely a punitive process, and be reinforced in the feelings of social alienation that were probably the major factor in his previous criminal behavior. That this situation mitigates against the inmate's meaningful participation in the "treatment" aspect of the institutional program, by compromising the intergrity of the behavioral patterns and social norms which that treatment prescribes, is concisely stated by Richard Cloward in his discussion of the etiology of delinquent subcultures:

> The sense of unjust deprivation can play a significant role in the withdrawal of attributions of legitimacy from official norms.[1]

While the average inmate's participation in the Youth Center program may not be meaningful, there is a superficial involvement. The indeterminate sentence, with its implied insistence that the men meet the demands made of them by the classification committee, contributes to an overbearing preoccupation as to whether the extent of their involvement in the institutional programs will impress the parole board. A paradoxical situation is thus created in which the institution has succeeded in producing a certain amount of anxiety on the part of the inmate for his "self-improvement" but has not provided sufficient ways by which this can be accomplished. He cannot gain significantly in the areas of employability, skill development and personality change while striving to impress the parole board within the framework of the program as it is offered. This official hypocrisy was pointed out in a recent professional article:

> We must not convince ourselves that we are progressive or enlightened because we employ the indeterminate sentence if we are not, in fact, providing the treatment which is the only justification for its existence.[2]

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[1] Richard A. Cloward and Floyd E. Ohlin, Delinquency and Opportunity: A Theory of Delinquent Groups, (Glencoe, Illinois: Free Press, 1960), p. 117.

[2] Michael Nasatir, D. Diyzani, and Mimi Silbert, "Atascadero: Ramifications of a Treatment Maximum Security Institution," Issues in Criminology II (Spring, 1966) p. 46.

2. Counseling Objectives and Progress

Because Project Challenge offered the inmates what they had, in effect, been promised and then denied by the Youth Center--a vocational rehabilitation program--the counselors' major task in preliminary interviews with prospective trainees and in the early counseling sessions was to overcome their skepticism about any program offered within the institution which purported to be of significant value to post-release life. They did this by involving each individual in the decision-making process and by generating a belief in the aims and objectives of the program.

The groundwork for developing this confidence was initially laid by the project director at an introductory meeting of staff members and all of the inmates, during which he made clear the project's belief in them as individuals and the interest of society, as represented by NCCY and the funding agencies, in helping them to help themselves. This process was continued during individual contacts and group counseling sessions where counselors proved their willingness to discuss openly with the men situations directly affecting their status either as inmates or parolees, no matter how ticklish the subject. The fact that the staff did not declare certain subjects taboo contributed to mutual respect and eventual acceptance of their guidance.

As the project progressed, there was a consistent, positive change in the attitudes of the men toward the belief that perhaps, for the first time, "officialdom" was going to live up to its side of the agreement. Nevertheless, a certain guardedness as to the staff's capabilities and intentions persisted until a few trainees left the institution on parole release prior to the completion of the first training cycle. The institutional grapevine soon relayed the news that the men were doing well and, with the assistance of the project, had obtained respectable, well-paying jobs. The men now had proof that they could acquire through their personal efforts, and legitimately, those things which previously had been out of their grasp. The project's demonstrated ability to break down some of the barriers to gainful employment for ex-inmates led to a great deal of individual and group discussion about the future.

Later, after more men had been released and placed, counselors were able to discuss in depth some of the case histories of both successes and failures. By so doing, they were able to sustain the men's confidence in the fact that there were broader opportunities for them in the community, while tempering their zeal and optimism with pertinent group discussions of the factors that contributed to the post-release failure of some of the trainees. It had been the staff's experience that some of the men, once encouraged to reach out, became over-confident of their ability to deal successfully with the problems and pressures of post-release community life. In general, however, counselors succeeded in maintaining among the trainees a proper perspective on community prejudices and readjustment problems.

Counseling efforts were not intended solely to inspire the men, to arm them with a sense of self-confidence or to instill feelings of competence in a vocational trade. It was also crucial that the trainees be capable of making rational decisions affecting themselves and their families and of adhering to a pattern of viable behavior in society. These were difficult areas in which to work changes of attitude and behavior and required much more intensive efforts on the part of the counseling staff, both in individual and group sessions within the institution and in family and community work without. It was realized that these responsibilities could not be met if the counselors were tied to traditional case work procedures. It proved vital to the success of the program that they were allowed to operate with relative autonomy.

Each counselor developed an individualized schedule which lent organization to his activities but did not detract from flexibility of operation. The schedules provided specific time for intake interviews, group and individual counseling sessions, follow-up services both in the downtown office and in the community, staff meetings, and in-service training sessions.

3. Staff Training

Staff training and continuous reassessment through in-service training was extremely important for the project's counseling and VISTA staff. Despite the high caliber of their educational or experiential backgrounds, they were novices in the field of corrections and had chosen to work with a hard-core, high-risk category of offenders which many beginning professional personnel would be reluctant to choose as their first clientele. One can readily see the need for and importance of regular staff training toward the development of a complete understanding of the interdisciplinary treatment approach in working in this environment.

In addition to regular bi-weekly staff conferences, the three project counselors met regularly with their supervisor, both individually and in groups, to discuss any and all topics having a bearing on their work: the effect of institutional procedure upon rehabilitative efforts, theories of crime and delinquency and their application at the center, the causative factors of criminality, counseling techniques, effectiveness of both group and individual counseling, overcoming social distance, manipulation by inmates, getting along with the correctional staff, community resources, the effect of family dynamics on an individual, job discrimination, keeping in touch with the men without becoming a "supervisor," unusual aspirations of the men, how best to make contact, how to "get through" to individuals, the why's of abnormal behavior, and many more.

To complement "live" learning situations at the Youth Center, the staff was assigned readings by the counseling supervisor on the theory of causation and techniques of rehabilitation (see Appendix I). They also attended various professional conferences when time allowed, including the District of Columbia Health and Welfare Conferences on Volunteer Services (monthly), the Women in the War on Poverty Conference at the White House, and the Conference of the President's Committee on Delinquency. Throughout the year, VISTAs and counselors sought out various organizations in the city serving children and youth and devoted a portion of their off-duty hours to working with these agencies. In these ways, they could conceptualize a coordination of philosophy, purpose and objective, adding to a more realistic appraisal of their function as project staff.

Weekly clinical training sessions for the staff were conducted by Mr. James Ennis, Chief of Psychodrama at Saint Elizabeth's Hospital, and were intended to help the counselors develop a more acute understanding of group dynamics and counseling techniques. These Monday afternoon sessions were also attended by the VISTA workers. The clinical interpretation of counseling relationships made the counselors aware of the need to sharpen their senses of observation. They learned that it was important to remain objective enough to perceive the subliminal theme of a discussion, as well as understand the social structure of the group. Perhaps the most beneficial result of these clinical sessions was that the counselors learned to relate to a social science approach. As their adeptness in counseling and casework grew, so did their ability to relate effectively to Youth Center professional staff.

At the end of the first training cycle, an all-day counselors seminar was held to discuss and evaluate the role, practices, effectiveness, success, failure and objectives of the project's counseling component. It proved to be an intensive, hard working session and worthwhile for all the effort. Subsequent bi-monthly seminars of this kind were very profitable in terms of staff morale and cohesiveness, and resulted in more effective counseling services.

In-service staff training, particularly when utilizing novice, non-professional personnel, cannot be considered an expendable luxury.

B. Pre-Training Orientation

Orientation sessions for men placed in hold-groups--those applicants awaiting selection for training--began in September 1966. The sessions were planned to familiarize potential trainees with the total Project Challenge program, including vocational education material, so they would better understand what was expected to them once they were placed in training. This period also provided instructors an opportunity to become acquainted with their future students and vice versa.

As hold-groups (one for each training area) were intended to provide a reservoir of eligible men for immediate enrollment in training, this phase of the project was considered the beginning of the vocational counseling program. In view of the fact that a majority of the applicants were undecided about specific training areas, emphasis in pre-training was placed on establishing a greater awareness of the advantages and disadvantages of various vocational skills: the labor demand in each area, the amount of training necessary for competence in a particular trade, requirements for continued training after release, prospects for promotion, wage scales, aspirations or goals related to specific skill acquisition, assessment of individual capacity to perform at and/or learn a trade, and other vocation-oriented subjects. Most important during this period was the determination of an individual's motivation to exert himself through the rigors of training and subsequently use his acquired skills to become a self-supporting, taxpaying member of the community upon release.

Counselors first attempted to conduct the orientation programs on a group basis, with voluntary sessions for each hold-group held twice a week. Voluntary attendance, it was felt, especially at those sessions held after daily duty hours or on Saturdays, would enable them to gauge the extent of an individual's desire to participate in the project. In turn, the counselors had the responsibility to develop an interesting program and one which would be beneficial to each man whether or not he was ultimately enrolled in training. For two reasons, however, this system proved unsuccessful: first, group sessions held during Youth Center duty hours, while amenable to the men, proved too disruptive of the institutional schedule; and secondly, response to sessions held during the men's "free-time," and therefore in competition with recreational activities, was almost negligible.

It was found that the most effective way to accomplish pre-training objectives was to revert to individual sessions. While still voluntary, these sessions were conscientiously attended whether scheduled during daily duty hours or afterwards. This was one of the many manifestations during the contract period of the inmates' preference for individual as opposed to group activities.

To facilitate smooth operation of an individualized orientation program for subsequent hold-groups, the counselors' initial contact with prospective trainees, the intake interview, was expanded to include a more comprehensive orientation to the total program and the applicant's responsibilities. It was the crucial point at which the counselor attempted to establish rapport with the applicant,which would form the basis for continued, informal meetings between the two. Subsequent contacts provided opportunities for thorough discussion of the man's personal goals, expectations and motivation, as well as his qualifications for a chosen vocational trade.

Generally, the interview system also resulted in well thought-out decisions. Although each man freely made the final choice of his training area, the counselor tried to make clear to him how certain situations affected his potential for a particular trade. In some instances, this dissuaded men from an unrealistic choice. For example, an individual with several previous "unauthorized use" offenses would have a poor chance of being hired as an automotive mechanic even though he might be qualified.[1] However, if the individual clearly recognized his situation and was still determined to be a successful auto mechanic, he was allowed to enroll in training. It was the project's premise that for these men its role would be to help change the "system" which arbitrarily denied access to legitimate employment for individuals who had rehabilitated themselves.

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[1] Such positions require the individual to have a driver's license. In the District of Columbia, the Department of Motor Vehicles does not usually grant licenses to individuals on parole who have been involved previously in the theft of automotibles. Even after expiration of sentence, insurance requirements for licensing demand H.R. (high risk) status for such men and effectively block, by virtue of an extremely high premium, their acquisition of licenses.

In at least the above situation, efforts in this regard bore fruit. By the time of project expiration, the director of the D.C. Department of Corrections had become sufficiently impressed with the unfairness of the situation facing released automotive trainees that he promised direct intervention with the commissioner of motor vehicles to provide easier access to licenses for released inmates who required them for employment purposes.

C. Group and Individual Counseling during Training

1. Group Counseling

a. General--Regular group counseling sessions for the seven training classes began in mid-August 1966. Each group was scheduled to meet with its counselor for one and one-half hours per week, during which time the counselor attempted to generate discussions of problems or situations affecting the men. Although the early sessions were primarily concerned with performance in training and opportunities for post-release employment, in subsequent sessions any topic was discussed by the group if, in the opinion of the counselor, it could provide an impetus for change in the thinking and outlook of the trainees. The first sessions clearly demonstrated that the men had only vague notions of loyalty and responsibility and had so far failed to set attainable goals for themselves either economically or socially.

Although counselors had a definite discussion plan for each session, often other topics of considerable interest to the trainees, and having crucial bearing upon their attidues and outlook, would emerge and take precedence over planned objectives. At other times, the counselor would take up a topic which had been discussed the week before if he felt that the discussion needed to be continued and particular points reinforced. In all sessions, the counselors strove to present a completely frank picture of the difficulties the men could encounter upon release. They considered it particularly important to avoid building-up unrealistic expectations or aspirations among the trainees.

Early in the program, there was concern about overlapping or duplication of counseling efforts. In addition to regular group sessions with the counselors, the trainees were having weekly sessions with the job development staff--a situation which the trainees and instructors felt was taking too much time away from actual training. An extension of the institutional work day from five to six hours at the request of the project staff remedied the situation for a while, but it soon became evident that this method only led to polarization of counseling responsibilities (generic vs. vocational) and greatly reduced the effectiveness of the sessions. Another counseling method was briefly tried in which the counselor, a member of the job development staff and the group's instructor conducted an expanded session once a week. This, too, proved unrewarding as such sessions became more like team debates between trainees and staff, eliminating all group interaction.

The system which eventually worked best, and which was maintained for the duration of the project, was to eliminate regular group meetings with the job development staff and have the counselor alone conduct weekly sessions with each group, covering both general and vocational subjects.

Toward the end of the first training cycle, this clarification of counseling procedures and responsibility was complemented by changes in techniques which were designed to inject realism into discussions of community life. The counselors felt that many benefits could be derived from having guests participate in the group sessions. As a result, released trainees, U.S. probation officers, representatives of government agencies and local employers became frequent visitors to the weekly meetings. Their pertinent and stimulating participation facilitated the development of pragmatic approaches to adjustment problems by the trainees and helped eliminate misconceptions concerning parole and post-release opportunities. It was also decided, based on the staff's experience with first-cycle students (who had received little pre-training orientation), that increased emphasis be placed on individual contacts with trainees prior to their enrollment in training to help reduce normal "breaking the ice" to a minimum.

During second-cycle training, another innovation which revitalized group sessions was the initiation of field trips to training-related businesses in the metropolitan area. This was an unprecedented innovation with offenders in the District of Columbia correctional system. These outings gave the men first-hand knowledge of the application of their trade skills in the community and stimulated more pertinent discussion of vocational objectives and employment criteria in the group sessions. Unfortunately, this technique, which was viewed by the staff as a valuable supplement to training and counseling procedures, had to be discontinued due to changes in Youth Center administrative policy concerning men leaving the institution.

b. Group Dynamics--The counselor's major role in group sessions was to encourage each member to express his feelings freely and discuss them with the rest of the group. Following is a discussion of problems encountered and techniques employed in fostering this interchange in counseling sessions.

(1) Free Discussion--Although each new group was assured that the counselor's purpose was not to lecture on the "shoulds" of behavior but to ensure the free flow of discussion and act as a resource person, the counselor inevitably had to undergo an initial testing period. Questions were directed at him which were expected to draw the kind of reaction that would prove his unwillingness to deal with controversy. The fact that the counselors weathered these initial inquiries without denying legitimacy to the varied opinions, but instead threw them out for comment by others, led to the general understanding that they respected the personal opinions of everyone. An atmosphere was thus created in which any subject was given an airing, with discussion ensuing if interest was expressed by the group. The counselor's intention was to help the men understand that it was their group and if they wanted to get anything out of the sessions it was up to them.

Early in the training cycles, particularly during the first cycle, there was a tendency to talk about very superficial subjects, such "why this" and "why that" in the institutional routine. Counselors discovered, however, that they could direct any topic toward therapeutic discussion. A good example of this situation was a barbering group which was preoccupied with the denial by the institution of the inmates' request to have dancing during a planned "open-house" day at the Center. The counselor adroitly turned the discussion to an examination of the exercise of reasonableness, or lack of it, by the institutional administration. After much discussion about the immaturity and unpredictable behavior of some of the "other" inmates, the men reached the consensus that if they had been in the position of having to make the decision about dancing, they would have reached the same conclusion as the institutional administration.

(2) Depersonalization of Topics--Whatever the topic in a group session, whether it was one introduced by the counselor or generated by a member of the group, it was the former's responsibility to depersonalize it as much as possible. The fact that an individual opinion could be generalized and not presented on a personal basis allowed the men to feel free to express their own points of view. If a negative reaction to an opinion was generated, this was usually directed at the "hypothetical" viewpoint itself rather than at the individual who brought it up. This was an extremely important escape mechanism for the population the project was dealing with, because the men's unwillingness to discuss anything of significant personal nature with others, particularly others who might not share the same views, was the biggest obstacle to their meaningful participation in a group counseling program.

(3) Utilization of Informal Leaders--After the first few group sessions with a particular class, counselors were able to recognize the trainee or trainees who exerted the most influence on the group. These "leaders" often determined what the group would talk about and, to some extent, how they would react to the counselor. Whenever

possible, the counselor deferred to the leader's opinions in group sessions. If, by doing so, he succeeded in having the leader become his informal ally, this individual became very supportive of the role of the counselor in developing positive group dynamics.

This was, more often than not, a difficult task, as the informal leader usually viewed the counselor as a threat to his authority and was, at least initially, prepared to engage in a power struggle for group loyalty. If the leader took a negative or antagonistic attitude toward a group subject, it was the counselor's responsibility to attack it indirectly by depersonalizing it and subjecting it to group analysis. If the counselor felt that direct confrontation with the individual was necessary, he would reserve this for a private, individual session.

(4) Dealing with Social Distance and Alienation--In spite of many very open and individual sessions, the topic of the black man in a white society remained a rallying point for much latent hostility and was brought up time and again by the most embittered members of the trainee population. They felt that they had no stake in the community structure and denied having any desire to participate in the "other" society, thereby taking the position of "rejecting their rejectors."[1]

One particularly vivid example of this situation was a session during which the counselor suggested that the trainees attempt to widen their horizons after release by visiting the numerous museums, art galleries, government buildings, etc., in the Washington area. The group reacted with unexpected vehemence to this suggestion and in the heated discussion that ensued, completely rejected any possibility of immersing themselves in the culture of the society which was responsible for their present condition. They criticized the Negro counselor for even bringing up the subject and for using "white man's culture" as a point of reference, questioning the legitimacy of applying its values to themselves. This and similar incidents made us acutely aware of the depth and intensity of the feelings which had to be dealt with through counseling. They illustrated the special situation which exists in respect to the Negro offender in prison.

Although counselors could not deny the role racial discrimination and bias have played in the severing of legitimate opportunities and aspirations for the majority of Negroes, they could and did direct their efforts toward increasing the men's awareness that theirs was a time of change. The protective shell built-up as a result of years of experience with "the system" had to be countered by providing tangible evidence of satisfying, positive experiences in the community for persons with backgrounds and circumstances similar to their own. This was most effectively done, as is discussed in the following section, by the use of released trainees in counseling sessions.

(5) Released Trainees in Group Counseling Sessions--As the counselor's efforts to instill in the men an appreciation of the demands of post-release life were somewhat pedantic, involving former trainees in group sessions on a voluntary basis often proved stimulating. Their experiences while on parole were provocative and led to discussion of pragmatic solutions to problems, and they were usually able to rectify confused or distorted opinions about employment opportunities for the group. Use of these men also circumvented the reluctance of some trainees to accept advice from those outside their own social sphere; undeniably, the released trainees bore the same burdens and same background as those in the group. Frequently a point made at one of these sessions was brought up at a later time and the counselor was able to refer back to what the released trainee had reported.

Most released trainees projected a new image of moderate self-confidence and relative seriousness. They had gained the respect of others and were less dependent on a "front" to win the confidence of their peers. Their example contributed to the breaking-down of defensive egos among the trainees and allowed for the constructive development of socially acceptable attitudes. Other benefits of this counseling technique accrued to the released trainee himself. Many asked to return to tell the others "like it is," their egos bolstered by their new ability to play the "expert." On one occasion, the group itself assisted one of these men to see his position more clearly. Unknown to the counselor, he was considering leaving his job. This situation was brought out by the group, indicating a higher level of maturity and insight than the counselor had expected.

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[1] Lloyd W. McCorkle and Richard R. Korn, "Resocialization within Walls," Annals of the American Academy of Police and Social Science CMXXIII (May, 1954), p. 762.

While this technique was successful, it required direction by the counselor to prevent it from becoming a rambling "bull" session. It proved advantageous to brief, not coach, the released trainee beforehand so that he was oriented to the purpose of the session and to ensure that significant points were brought out. Early experiences also dictated against the introduction of more than one released trainee at a time, as the group would inevitably split into two or more segments and be difficult to control.

(6) Unrealistic Aspirations and Rising Expectations--The emphasis in group counseling on the expanded opportunities for social and economic progress in the community required the counselors to maintain a delicate balance between stimulating the men's aspirations and instilling in them a realistic perspective on post-release life.

This was particularly a problem as it related to economic aspirations. In our follow-up dealings with the first few released trainees, it was evident that the men had an exaggerated conception of their vocational skills. They expected higher starting salaries than were normally available in the local employment market and resented placement in entry-level positions. The frustration generated by this situation made reversion to illegitimate enterprise an attractive alternative.

To inject realism into the counseling sessions and avoid this pitfall with subsequent training classes, community employers were invited to participate in group sessions with the trainees. Through such discussion with "outside" participants and through role playing, the counselors hoped to bring the men to an appreciation of not only their personal employment situation but that of the employer, also, whose primary concern is with the employee's productivity.

(7) Role Playing--Role playing, that is, individuals acting the parts of characters in a simulated social scene, was an especially effective counseling technique. It allowed each man, whether or not he acted a part, to project himself into the situation either through expression of himself as he plays a character or as a member of the participating audience. The counselor played a major role in tempering the play. He sought to encourage self-expression but was watchful to be supportive and prevent serious damage to an individual participant.

Some of the particular social situations worked through via role playing revealed a great deal of anxiety. The general matter-of-fact attitude of the trainees during group discussion would have led one to believe that such situations were rather innocuous and presented no problem at all. Glibness was replaced by obvious manifestations of insecurity when trainees acted out scenes involving employer interviews and others which called for rational decision-making and straightforward answers.

Initially, the men were wary of getting involved. One or two who felt more sure of themselves, however, accepted the challenge or at least were motivated to upstage the other men. After a few moments, the group warmed up to the idea, finding that in this setting, as opposed to a group session, they could let themselves go without jeopardizing their status within the group. In this way we were able to get total participation.

Role playing injected so much realism into a situation that it allowed for a true evaluation of oneself when faced with the often ambiguous and confusing facts of the socio-economic world. Individuals had an opportunity to react in various ways to stressful circumstances and, in so doing, to test the appropriateness of each. When playing the role of another in relation to himself, the trainee had a chance to "see," with a degree of objectivity, his shortcomings and attributes and tended to develop an appreciation of the functions of others with whom he must relate in his economic and social life.

The "audience," men without a role to play and not directly involved, also participated. These active spectators were not altogether kind to the actors but had definite impact upon the success of role playing. Viewing the shortcomings of others brought laughter and/or calls of encouragement, as the group projected its own inadequacies. In one instance, when a trainee acting the role of an applicant for a job could not answer a question about a specific tool, the audience roared with laughter. The counselor immediately stepped out of the scene to ask the same question of one and all. No one could answer the question, although some tried. The whole class then moved to the shop area where they carefully went over the nomenclature of all the equipment of particular importance in their trade. The learning which took place as a result of this experience cannot be denied.

Role playing proved to be a valuable technique for bringing the trainee's abilities and limitations into perspective. Its use in counseling sessions contributed significantly to the development of individual capacity to effectively handle previously uncontrollable, frustrating or defeating social situations.

(8) Dealing with Individual and Group Hostility--Some men did not actively participate in group discussions but sat back observing the group and the counselor. Occasionally, they would take a short jab at what the counselor was saying and then withdraw again in order not to be available for a retort. This type of individual tried to discern the counselor's weaknesses, attempting at different points to get him on the defensive so that he would look bad in front of the group. By throwing out "loaded" questions, he hoped to put the counselor in the awkward position of having to take a personal stand or answer in a way that would "turn off" the rest of the group.

These situations put the counselors on their mettle. The question most often asked by such men was, "What would you do if you were in my position and that happened to you?" If the counselor responded too dogmatically, as though he had no faults, he would remove himself so far in status from the group members as to completely deflate his influence. Counselors found that the best way to handle this situation was to relate a "personal" experience of a similar nature. The counselor could thus demonstrate that he, also, had human feelings but that he could react to adverse situations in a rational way. He would then try to generalize the original situation and place it before the group for analysis.

Some men harboring a great deal of hostility had a tendency to arouse group feelings about certain topics. This under-current needed to be aired and brought to the surface before the group could move in constructive directions. While the counselor was hesitant to get involved in a debate about certain items brought up by individuals, the group members were often more than willing to indulge in attacks on each other. Sometimes the counselor found that it was better to let a particularly heated argument run its course. While this did not necessarily result in any group consensus, at least the hostility was cleared and it allowed for freedom of discussion about other topics which were of more concern and value to the majority of the group.

> Not until hostility as it exists in member to member, member to therapist, and group to therapist is brought into the open and worked out does it become generally possible to go to work on the goals which brought the group into operation.[1]

(9) Non-Participants--A few group members sat through sessions with nothing to say. They were usually not confident enough to express their personal opinions before

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[1] Norman Fenton, An Introduction to Group Counseling in Correctional Service, (Sacramento: California Department of Corrections, 1957), p. 171.

the group. The counselors discovered, however, that these men were often working things through in their own minds while listening to the different subjects discussed by the class. On several occasions, the counselors overhead one of these men in an argument with another person about a subject discussed at a counseling session. In this confrontation, perhaps in the dormitory or on the compound, the individual would use arguments advanced during a session. It was very encouraging to the counselor to hear some of his own arguments come back at him at a later date, indicating that learning did take place--even among "non-participants"--during group discussions.

After varying periods of time, most non-participants developed enough self-confidence to express themselves in a group discussion, often demonstrating a surprising grasp of the situational ethics discussed in previous sessions. This phenomenon is pointed out by Fenton in his California study:

> Gradually as this growth continues toward greater maturity, as they face their situations more frankly, they begin to have the courage to express desires and determinations for the future which violate their acceptance of criminal attitudes, and are instead socially acceptable and law abiding in nature.[1]

2. Individual Counseling

While group counseling was a rather structured part of the counseling program, a great deal of emphasis was placed on counselor initiative to establish an informal, personal relationship with each man assigned to his group. Conferences with the instructors often enabled the counselor to evaluate an individual's response to the guidance provided in group sessions and thus determine areas which required emphasis in individual counseling.

During the first several months of the project, the counselors were able to devote a great deal of time to establishing routine individual contacts with the trainees. Each counselor made himself available to the men during specific hours in a classroom or in the NCCY office in the administration building, but more effective was the practice of frequent visits to the various training sites. By so doing, the counselor demonstrated an unmistakable interest in the men's training and individual progress. Some men who were not deeply involved with training would inevitably seek a few minutes' conversation with him and arrange for a follow-up discussion at a later date.

As the counselors' responsibilities for follow-up increased, they found that the most expedient way to reach individuals was to make themselves available immediately following group sessions. They reached this decision after observing that this particular time was felt more appropriate by the trainees, who had always spontaneously approached the counselors after group discussion. This "spill-over" was indicative of the inter-relationship of group and individual counseling: group sessions had a tendency to generate a desire for in-depth exploration of certain issues or feelings on a one-to-one basis with the counselor, while personal counseling relationships often buttressed group cohesiveness and facilitated intelligent discussion in group sessions.

Progressing from initially trivial matters, individual counseling eventually brought to light situations in the home environment which lent themselves to real problem-solving discussion. One of the counselors' long-range objectives was to help the men alleviate conditions of their lives which might mitigate against success in training and in post-release adjustment. Situations involving the men's immediate family, marriage, sons and daughters, financial responsibilities, welfare requirements, their food, clothing and housing, were the bulk of hard-core concerns. A counselor's serious concern for such problems, which to some observers might appear less than critical, engendered in the individual trainee a certain confidence upon which a close personal relationship was established. As stated by Daniel Glaser:

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[1] Ibid, p. 170.

> The prison employee who has the greatest reformative influence on an offender is the one who is able to demonstrate sincere and sustained concern for and confidence in the offender's rehabilitation.[1]

D. Recommendations and Observations

- An institutional orientation period for new inmates should be concerned primarily with the development of a casework relationship between counselor and individual, rather than serve as a data collection instrument for the institution's classification report. Hopefully, this would commence the building of mutual trust and respect in an atmosphere of realistic understanding of expectations and goals.
- A meaningful pre-vocational program for prospective trainees should wholly familiarize the men with all of the various areas of training offered and the scope and complexity of each, including a realistic orientation concerning community employment demands, salaries, opportunities for advancement, fringe benefits, the advantages and disadvantages of each trade, etc.
- Voluntary participation in such a program would serve to develop positive motivation for entry into training and stimulate better performance once enrolled.
- Counseling should avoid the pitfalls of purely "directive" guidance to the exclusion of total involvement of the individual in the processes of available programs.
- Counselors should avoid rigid adherence to the professional concept of "social distance" between counselor and client. Failure to do so could seriously impede treatment and would tend to reinforce the inmate's feelings of alienation. Personal and sincere commitment to an individual's progress is more significant in the modification of attitudes and/or behavior.
- Counselors should not make promises concerning situations beyond their control or about which they lack specific information or understanding.
- Counselors should become authoritatively informed about the policies, regulations, procedures and legislation which affect the inmate both during his residence in the institution and when he is released to the community.
- The relationship between counselor and inmate should convey the fact that the counselor's concern for the individual extends beyond institutional limits to the man's successful reintegration into society.
- Counselors should be allowed to operate with sufficient autonomy to develop individualized approaches in dealing with inmates.
- A dynamic schedule of staff development and in-service training activities, both group and individual, is necessary to the effectiveness

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[1] Daniel Glaser, The Effectiveness of a Prison and Parole System, (New York: Bobbs-Merrill, 1964), p. 146.

of any counseling program--in particular, one which utilizes the sub-professional or service volunteer.

- Counselors should be involved in all aspects of the rehabilitation process, including not only guidance but vocational training, job placement and follow-up, even when the men are released to a half-way house facility.

- Group counseling sessions in the institution should frequently involve persons from the community whose expertise can help pave the way for a smooth transition to functional community life by the inmates.

- Ancillary services in support of counseling objectives should include those which involve the men in the life of the community via field trips and work furloughs and, conversely, institution-based programs sponsored by community service groups.

- Counselors should become sensitive to the unique characteristics of the inmate population, be they ethnic, social or psychological, and the extent to which these affect successful reintegration of the men into the community.

- Institutional counseling services should be provided during the evening hours and on weekends--times when the men are more amenable, mentally and physically, to such services.

- Sub-professional, indigenous workers add a new dimension to any offender-oriented program. Their utilization deserves the best supportive supervision an agency can offer in order to fully utilize the potential of these workers. Because of their special talents in communicating with an offender clientele, indigenous sub-professionals can and should perform in more than the cursory "aide" type of tasks to which they have frequently been relegated, if used at all. Although possibly very threatening to professional line personnel, these workers are recognized as valuable social-change agents with populations having little receptivity to traditional social work approaches.

- Indigenous workers are particularly effective during the initial post-release period when the client is most vulnerable to negative influences in his neighborhood and requires close support within the framework of the local environment to resist those influences.

VII. TRAINING

A. Overview

1. Administration

Administration of the project's institutional operations presented many problems during the contract period. From the beginning, the interjection of a private organization staffed primarily by personnel with a non-correctional orientation into an operating, correctional agency created conditions of unrest and mild conflict. The project's departure from more traditional methods of selection, instruction and administrative procedures, necessitated by its mandate for innovation and experimentation, also generated suspicion and general uncomfortableness in the institution. Manifestations of this reaction to change persisted throughout the 14-month period, but appeared to diminish in intensity as the time of project expiration approached.

Throughout the lifetime of the project, concerted efforts were made to preserve the identity of its operations and to maintain the integrity of the program's experimental features. More effective integration with other Youth Center programs might have been accomplished by acquiescing to the intensive and persistent pressures to conform with the traditional, institutional modus operandi, but not without severely curtailing opportunities for experimentation.

In developing the Project Challenge training program, equipment and supply expenditures were carefully evaluated in relation to their potential for increasing training effectiveness. Because its institutional operations were to become the responsibility of the Department of Corrections at the end of the demonstration period, the project staff's efforts were directed toward establishment of an effective training program which could be continued with the limited resources available in the department's operating budget. Also, in evolving a model for the development of similar programs in other institutions with similar budgetary limitations, the project's objective was to design a "poor man's program"--one which remained within realistic reach of most institutions and which would yield the best results in terms of cost-effectiveness.

2. Enrollment

Of 229 applicants for training, a total of 181 trainees were enrolled in the project's seven vocational areas: 79 in the first training cycle, 75 in the second and 27 in the third. Of this number, 158 had graduated by the end of the project; 15 had been released prior to completion of training; five terminated their enrollment because of transfers to other institutions; one man was dropped from the program for disciplinary reasons; one was removed from training by the Youth Center administration for an "institutional needs" assignment; and one man withdrew voluntarily from the program.

The following chart presents Project Challenge enrollment for each training cycle and total graduates as of August 31, 1967, by vocational area:

Training Area	Trainees 1st Cycle	Trainees 2nd Cycle	Trainees 3rd Cycle*	Total Enrollment	Total Graduates
Automotive Services	13	10	7	30	23
Barbering	14	6	--	20	20
Building Maintenance	12	14	4	30	30
Clerical and Sales	11	12	--	23	17
Food Services	10	12	10	32	28
Painting	11	9	--	20	15
Welding	8	12	6	26	25
GRAND TOTAL	79	75	27	181	158

By early May 1967, Project Challenge graduates numbered 107. As of August 1, only 44 (41 percent) of these graduates had been released from the Youth Center. Of the remaining number, 55 were in training-related assignments at the Center; five were in non-training-related assignments; and three men, all non-Youth Act cases, had been placed in non-training-related jobs in the Department of Corrections' work release program at the Lorton Reformatory.

Comparison of the above figures with those of mid-September, two weeks after the termination date of the project, gives some indication of the problem posed by rapid build-up within the institution of trained men with no provision for advanced training either in or out of the institution. By that time, only 54 (34 percent) of the then 158 graduates had been released from the institution.[1] Of the remaining graduates, 74 were in training-related assignments at the Center; 25 (a five-fold increase) were in non-training-related assignments; one had been transferred to another institution; and four men, three non-Youth Act cases and one Youth Act case, had entered the work release program at the Reformatory.[2]

The difficulties imposed by the lack of advanced training capability in the institution and the consequent need for more emphasis on utilization of training resources in the community and flexibility in the design and length of training cycles are discussed in greater detail elsewhere in this report.

3. Training Progress

Classes in all seven vocational areas were underway by mid-August 1966 and by June 1967, a total of 181 men had been enrolled in training. Two training cycles were completed in each vocational area and three cycles were completed in four of the areas: Automotive Services, Welding, Building Service and Maintenance, and Food Services.

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*Only four vocational areas had three training cycles, as discussed on page 45.

[1] There were 69 released trainees at that time: the 54 graduates and 15 men who had been released prior to completion of training during the first half of the project.

[2] First Youth Act case admitted to work release, by special request of the director of the Department of Corrections, as a test case for possible extension of eligibility for work release to Youth Act cases.

A number of first-cycle trainees began training in painting or barbering under the previous MDTA project but were regarded as Project Challenge graduates if 50 percent or more of their training was completed satisfactorily in our program. Early graduation of several barber trainees in this group made it possible to run two training cycles in this area instead of the one originally scheduled. An intensified training schedule in barbering, including additional late afternoon and evening classes, made it possible for second-cycle trainees to achieve training objectives by the termination date of the project. Second and third training cycles in 18-week courses (Automotive Services, Building Service and Maintenance, Welding and Food Services) were shortened in duration in order to make three training cycles possible within the time limitations imposed by our contract. Second-cycle training groups in these areas completed 17 weeks and third-cycle groups were terminated after 16 weeks.

Instructors felt that adjustments in training time for these groups did not adversely affect their programs. In many instances, OJT institutional assignments after training hours and on weekends made it possible to recover training hours lost through the adjustment.

As with any experimental program, certain obstacles to training efficiency and continuity cropped up over the 14-month period. Most were solved satisfactorily. These included the relocation of Automotive Services training from its initial placement at the Reformatory (two miles from the Youth Center and the remaining training areas) to a (still temporary) site at the Center; construction of a special training area for the Welding class,[1] which initially shared cramped and otherwise inadequate quarters in the institution's plumbing shop; and rescheduling of inmate activities to provide for a more realistic (six instead of five hours) and continuous work day.

Another significant problem was the difficulty encountered in maintaining the priority of training over maintenance and other prison work programs. Several months into the first training cycle, it became apparent that in order to preserve the integrity of the project's vocational training, particularly in those areas which paralleled maintenance operations of the institution, it was necessary to make continuous assessment of the relationship between training objectives and the maintenance and service aspects of an on-the-job training program. As a result, a policy was established requiring that all institutional requests for maintenance projects involving project trainees be evaluated by the training coordinator before being scheduled for on-the-job training. Staff members were strongly of the opinion that unless training is given priority over the maintenance and work demands of an institution, an effective MDTA or other training program cannot be conducted in a correctional setting.

"Institutional needs" was as much of a threat after training as during the cycle. Prior to the inception of Project Challenge, graduates of institutional training were, for the most part, funneled back into maintenance operations and into assignments largely unrelated to training. This procedure tended to undermine self-confidence and adversely affect the morale of both the men in training and those awaiting enrollment. In addition, without provision for periodic retraining or practical application of newly developed skills, the benefits derived from training were substantially reduced. Recognizing the limitations of the institution in terms of providing advanced training assignments, the project sought new means of trainee utilization which would serve to prevent atrophy and further the skill development of those completing training. In this regard, an institutional welding unit was created and plans were made for establishing an automotive servicing unit to service institutional vehicles. Services in those areas were previously performed at other institutions or by cadre-men.

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[1] Built by trainees from the ground up, this was a very effective utilization of skills with immediate recognition for the effort expended.

To further capitalize on the aptitudes and skills developed through vocational training, the project experimented with the use of graduates as lead men to help instructors with the training of new groups. This approach was most effective, particularly in the Barbering and Automotive Services courses. Such applications obviously have limitations but the general principle of having people learn by teaching others in the same class can be adapted to many situations where a more personal tutorial relationship is needed than staff alone can provide.

Some problems encountered during the contract period were not adequately solved, particularly the needs for: Corrections Department permission for the Automotive Services class to perform service and maintenance on Youth Center official and private vehicles as a means of providing more pertinent mechanical training; the extension of work release to Youth Act cases to provide meaningful extension of training for graduates not paroled or released from the institution; and the expansion of training possibilities by coupling institutional training with off-site, on-the-job training.

On-site training was used in all training areas because of the exclusion of Youth Act cases from the Department's training furlough and work release programs. The project staff made continuous efforts at all levels to open this area to Youth Act cases involved in its vocational program, being firmly of the belief that the use of community-based programs is essential to the ultimate effectiveness of institutional training programs.

Even with the most creative and imaginative planning, an institutional training program would be hard pressed to provide the advanced skill training required to consolidate gains made in basic skill development and to broaden, enrich and stiffen training experiences sufficiently to conform to modern industrial standards. The artificiality of the environment of the correctional institution, with its emphasis on routine and the requisite concern for security and custody, would make it extremely difficult to create the kinds of experiences and conditions so vital to advanced skill training.

Work release and training furloughs, authorized in the law but not yet applicable to the District of Columbia youthful offender under Youth Corrections Act sentencing, would substantially alleviate some of the persistent problems alluded to above. Present work release policy is based on proximity in time to release. Now in its second phase of operation, work release is authorized for those inmates who are within six months of expiration of sentence and is thus available almost exclusively to those serving determinate sentences.

It seems incongruous that this important rehabilitative tool is not yet used with youthful offenders sentenced to Lorton under the Youth Corrections Act--a group that is, ostensibly, most tractable and amenable to training and rehabilitation. It should be noted that work release with Youth Act cases has been used very successfully in other youthful offender institutions under the administration of the Federal Bureau of Prisons (e.g., Petersburg).

Access to work release and training furlough programs would allow for on-the-job training possibilities which provide training in advanced trade techniques and introduction to the use of specialized equipment. Such a program would have motivating potential for those involved in basic skill training in the institution and would provide valuable insight for counseling staff as to the trainees' reactions and attitudes when involved in employer-employee relationships under production conditions that are impossible to simulate in the institutional environment.

4. Rewards and Training Incentives

In spite of the unusually excellent physical plant of the Youth Center and the environment and facilities offered as a part of its program, there remains a paucity of rewards and incentives which might be used to positively reinforce individual progress in certain areas of self-improvement.

As a reward for work and participation in other programs, all Youth Act commitments to the Center receive limited remuneration which progressively increases, based on length of stay in the institution, to a maximum of $6.00 per month. Since the Project Challenge contract made no provisions for additional training allowances, the problem of providing rewards and incentives for training progress raised early concern on the part of the staff. While it was generally agreed that most of our attention and efforts should be directed toward development of an occupational training and supportive services program which would be intrinsically appealing and satisfying to the trainees, it was also recognized that various extrinsic rewards should be provided. It was our strong feeling that the relative status attached to participation in skill training should be elevated with development of a system of earnings or other rewards, based on a combination of progress in training and individual effort.

Efforts were made throughout the program to establish and cultivate in the individual trainee an identification with his training and its occupational counterpart. Trade journals and periodicals were used with good success to encourage interest in new concepts, techniques and equipment. These publications were widely read and circulated in the training groups.

Project trainees received two pairs of non-institutional style coveralls when they entered training and were allowed to keep one pair upon successful completion of training. "Project Challenge" patches were affixed to the uniforms in the interest of promoting identity with the program and, hopefully, with its goals and purposes. This approach, when combined with the voluntary aspects of participation in the project, helped to create an esprit de corps and motivational base which was lacking in the pre-NCCY vocational training program at the Center.

Additional incentives for training performance included graduation exercises, the awarding of proficiency certificates, periodic presentation of trophies to outstanding training classes, field trips to industrial sites and special meals, prepared by Food Services trainees, for those successfully completing training or demonstrating exceptional progress in their vocational area.

5. Staff In-Service Training

During the first two months of operation, the project's instructional staff underwent an intensive schedule of in-service training by the training coordinator, Department of Corrections representatives and other qualified personnel to orient them to the particular problems and pressures of teaching in a correctional setting. Field trips to other institutions were also made to expose the staff to methods and ideas which might be helpful in their own classes as well as to raise questions by comparison. In addition, at the 90th Correctional Congress held at Baltimore, Maryland, on August 30, 1966, our instructors had the opportunity to exchange ideas with hundreds of correctional educators and administrators from across the nation.

By mid-October, bi-weekly training sessions for all Project Challenge line staff--instructors, counselors and VISTA volunteers--were an integral part of our program. These sessions included orientation and refresher discussions on the security and custodial requirements of the institution; critiques and reviews of instructional materials, equipment and techniques; seminars on project - Youth Center staff cooperation and coordination; and other subjects essential to the improvement, continuity and effectiveness of the program.

Field trips to other institutions and staff attendance at various professional conferences also continued as an important aspect of in-service training.

At the Annual Conference of the Correctional Education Association in May 1967, Project Challenge instructors participated in several workshops, including those dealing with current trends in vocational rehabilitation, innovation in curriculum design, and utilization of programmed learning techniques in a correctional setting.

As an adjunct to formal in-service training, and as a vehicle to promote more effective dialogue between institutional training and the business, industrial and government communities, the project encouraged and supported instructor participation in trade and professional organizations. We found this participation vital to the development of effective, meaningful training programs. In addition, benefits accrued in terms of cooperative programs between correctional institutions and the business community. We were continuously impressed with the eager response of business, government and industry to assist the project in curriculum development and in meeting equipment needs.

6. Training Materials

During the first several weeks of the project's operation, course outlines were developed for each vocational area and training aids, supplies, text books and equipment were obtained in sufficient quantities to meet the demands of the first training cycle.

As training progressed, difficulties encountered by the students in absorbing specific subject matter or in the performance of practical training were noted in several areas. During the one-week period between the completion of first-cycle training and the beginning of the second cycle, the training coordinator and each instructor reviewed original course outlines, texts, reference books, visual aids and instructional techniques. Modifications were made in training materials for all areas, based on the instructors' experience during the cycle.

Review and reassessment of training materials and techniques continued throughout the project's 14-month operational period, with the objective of developing comprehensive course outlines which would be flexible enough to respond to the varying needs of individual trainees. Most of the modifications involved changes in training time allotted for various sub-sections of the course schedule. In only one instance was there substantial modification of course content--the elimination of basic geometry and blueprint reading instruction for the second Welding class. This was primarily the result of personnel shortages among the VISTA volunteers and counselors who taught the subject as an adjunct to the students' classroom instruction. Its elimination permitted second-cycle Welding training to be completed one week earlier than scheduled, providing adequate time for a third training cycle.

Curriculum was designed as an integration of occupational training and basic remedial trade-related education. Development of materials was based on the premise that trainees should see the relevance of what they were learning. Trainee performance and morale during the project exceeded early expectations. It was learned that many of the youth involved, previously regarded or labeled as unmotivated and under-achievers, demonstrated a high capacity for learning when the material presented to them appealed to their interest, was made concrete and practical, and its relevance to employment clearly demonstrated.

Early in the project, criteria for evaluating trainee performance were established and incorporated into trainee evaluation forms (Appendix D), which were subject to a continuous process of refinement. Individual ratings for each class member were submitted to the training coordinator periodically and at the end of the training cycles by the vocational instructors. In addition to providing for systematic and objective recording of trainee progress, these forms allowed the staff to gauge the effectiveness of the vocational curriculum and provided a basis for discussion about changes in course content or instructional methods.

Educational remediation using experimental material developed by the George Washington University Education Research Project and supplemental materials developed by the NCCY Youth Services Project[1] were incorporated into the training schedule in

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[1] The Youth Services Project, a report by the National Committee for Children and Youth, 1966.

October. These materials were designed especially for pre-vocational use with limited ability, disadvantaged youth and were taught by both the instructors and VISTA volunteers. Educational remediation instruction was an important aspect of the Project Challenge training program and proved even more successful than had been anticipated.

A detailed account of our use of experimental remedial education materials is presented in Chapter X of this report. Revised course outlines for individual training areas are included in the following sections of this chapter.

7. Business/Industry Cooperation

In September 1966, a significant breakthrough in the development of cooperation between industry and correctional vocational training was achieved when the Northern Virginia Steel Company of Springfield, Virginia, donated two new welding machines to the Project Challenge Welding class. The only stipulation attached was that the company be given priority in interviewing project graduates for possible employment.

In April, a microwire welding machine and accessories were placed on loan to the project for a two-week period, for demonstration and training purposes, by the District Oxygen Company of Seat Pleasant, Maryland. During this period, trainees received instruction in microwire welding techniques and Youth Center and Department of Corrections vocational supervisors were also given orientation and demonstration in the use of the equipment.

Beginning in October, representatives of businesses and corporations in the Washington metropolitan area visited individual training classes to lecture the students on industry needs and requirements and to assist the instructors in developing and improving course outlines. Personnel officers from the Department of the Army, the National Institutes of Health, the Department of Labor, and other government agencies also visited the Center to discuss federal employment possibilities and procedures with the trainees.

Donations of supplies and equipment continued to enhance our training capabilities over the life of the project, particularly those made by the Engineering Center, Fort Belvoir, Virginia; the Lustine-Nicholson Chevrolet Company of Hyattsville, Maryland; the Remlu Restaurant Supply Corporation of Hyattsville, Maryland; Poly-Fab Corporation, Kensington, Maryland; the American-Lincoln Products Company of Mount Ranier, Maryland and the West Chemical Company,which were very generous in their assistance to our Building Services and Maintenance class; Universal Consultants, Inc. (UNICO) of Washington, D.C., which prepared a comprehensive retail sales course for our Clerical and Sales training; and the Lincoln-Mercury Division of the Ford Motor Company,which donated most of the necessary equipment for the new Automotive Services training site under construction at the Youth Center.

These were but a few of the manifestations of interest and enthusiasm by private industry in a correctional vocational training program geared realistically to the manpower needs of the business community.

In late August, the project sponsored a conference on employer-employee relations which brought together representatives of private businesses, the United States Employment Service and other Federal Government agencies with our trainees. The conference included an orientation to training and, after a luncheon prepared and served by the Food Services trainees, culminated in a free exchange of ideas and panel discussions of problems relating to employment. The discussion agenda and plans for this unprecedented conference were developed jointly by the project's counseling and job placement staff and the Trainee Advisory Council.

B. Training Areas

1. Automotive Services

a. Overview--The project's Automotive Services training began operation in cramped, inadequate facilities at the Lorton Reformatory, which is located several miles from the Youth Center. The necessity for daily transportation of trainees to and from the training site, with attendant problems of reduction in training time and requisite security measures, seriously limited the overall effectiveness of this area of training during the first six months of operations. After construction of a new classroom, automotive training was finally moved to the Youth Center in February. Practical training, however, had to be conducted in a converted storage garage with a capacity of only 300 square feet, and space limitations continued to be a problem for the duration of the project. Only toward the end of the contract period, and after continuous pressure, did the Department of Corrections begin work on a training site that would provide adequate space.

The lack of substantial, training-related practical work presented another chronic hinderance to automotive training and none of the numerous efforts made to remedy this situation were successful. It was suggested early in the program that the trainees and/or graduates be allowed to service and maintain government vehicles assigned to the Youth Center rather than continue to have this work performed at another institution several miles from the Center. It was also suggested that repair services be offered to Youth Center staff (for private vehicles) on a cost plus 10 percent basis. This plan, which was similar to that conducted in the local public school program, had the advantage of offering trainees a broad range of experience with a variety of foreign and domestic vehicles. All income above cost could have been used to purchase additional tools and equipment, to defray replacement costs of damaged equipment and tools, or placed in the inmate welfare fund. Neither request was acted upon. Without access to either of these alternatives, the project's practical training was limited to repair of several early-model, donated vehicles; assembly and disassembly of static mounted engines, transmissions, differentials, etc.; and related theory and classroom instruction.

Although this area of training had functioned previously under the institutional and MDTA programs, substantial expenditures by NCCY were required to raise the quality of training to even the above degree of effectiveness. In addition, contacts with local offices of major automobile manufacturers were established and resulted in donations by the Lincoln-Mercury Division of Ford Motor Company of a 1967 six-cylinder engine, transmission, rear axle unit and related training charts.

Primary emphasis in training was placed on servicing and maintenance: tune-up procedures, diagnosis of mechanical problems, and minor repair and part replacement procedures. Emphasis was also placed on developing an understanding of the various brake, transmission and electrical systems. Trade-related mathematics, English and spelling supplemented practical and theoretical classroom work. Cross-training was provided on a limited basis between the automotive and welding classes to introduce these groups to applications of their skills in a related trade.

Project trainees participated in a one-week tune-up seminar arranged jointly by the Project Challenge staff and the Department of Corrections and sponsored by the United Delco Company, a division of the General Motors Corporation. Instruction in this seminar covered the latest tune-up techniques and trouble-shooting and diagnostic methods used in testing alternators. Trainees successfully completing the course were awarded certificates by the United Delco Company.

b. Recommendations

(1) The new Automotive Services training site at the Youth Center should be expanded, with additional physical facilities and equipment made available to provide more practical work and advanced training. Future plans for development of this training

area should include construction of a two-bay servicing and repair facility with two hydraulic lifts and modern lubrication equipment.

(2) In addition, an automotive servicing facility should be established by the Department of Corrections, preferably under contract with one of the large service station chains, to provide maintenance and repair services for department personnel. Such a facility would provide advanced training opportunities for those who have completed the institutional training course but are not yet eligible for parole or work release. More advanced training should be offered in this facility to include the more sophisticated tune-up and diagnostic work, front-end alignment, static and dynamic wheel balancing, etc.

c. Course Outline

AUTOMOTIVE SERVICES

In the growing field of Automotive Services there is a definite need for qualified personnel in many job classifications. Training consists of certain mechanical principles that are a part of automotive work throughout the world. The requirements for service, parts, methods of diagnosis and repairs are standardized everywhere. For the skilled automotive mechanic there is job security, job versatility, good income and unlimited opportunities for advancement.

The automotive mechanic is expected to perform a broad range of automotive service work. His skill will depend not only on a good education and experience, but also on specialized training. The automotive mechanic must be able to locate engine trouble through careful diagnosis, and perform the necessary repairs correctly, efficiently, and expediently, using the required special tools and equipment.

The objective of this course is to give the trainee a good working knowledge of the complete automobile and to develop the ability to use and care for the basic automobile tools and equipment while developing principles involved in the repair of automobiles. Through the development of basic skills, the trainee will be prepared for work at the apprentice or helper level with opportunities for greater earnings and responsibilities with increasing experience in the trade.

All units in the course outline will include constant review and training in the following:

1. Shop safety
2. Techniques in using hand tools and special tools
3. Use of test equipment where applicable
4. Related material, including abstract reasoning, two and three-dimensional figures, technical information, word definition and basic mathematics.

This course is scheduled for 18 weeks, a total of 540 hours of instruction, and covers seven major areas:

I.	Engines	100 hours
II.	Fuels	50 hours
III.	Electrical	130 hours
IV.	Suspension	90 hours
V.	Brakes, conventional and power	60 hours
VI.	Drive-line, transmission, universal and differential	80 hours
VII.	Welding and radiator repair	30 hours

The course outline is designed with the degree of flexibility necessary to adjust to any change needed during the program.

		Hours		
		Theory	Practical	Total
I.	Engines	30	70	100
	A. Head, cylinder block			
	B. Valves and valve mechanisms			
	C. Piston and connecting rod assemblies			
	D. Crankshaft and bearings			
	E. Lubrication systems, oil pump and filter			
	F. Cooling Systems			
	G. Exhaust Systems			
	H. Crankcase ventilation system			
II.	Fuel Systems	20	30	50
	A. Carburetor			
	B. Fuel pumps			
	C. Intake manifolds			
III.	Electrical	40	90	130
	A. Basic principles of electricity			
	B. Starter systems			
	C. Ignition systems			
	D. Charging systems: AC-DC			
IV.	Suspension	20	70	90
	A. Steering - conventional, power			
	B. Front, including wheel alignment			
	C. Rear			
	D. Wheels and lines			
	E. Chassis lubrication			
V.	Brakes	10	50	60
VI.	Drive Line	20	60	80
	A. U-joints			
	B. Propeller shaft			
	C. Transmission-general			
	D. Differential			
VII.	Welding and Radiator Repair	6	24	30
	A. Cutting			
	B. Gas			
	C. Arc			
GRAND TOTAL		146	394	540

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2. Barbering

a. Overview--Barbering was one of several training areas which functioned as part of the Youth Center's vocational program[1] prior to the inception of Project Challenge, but was the only one continued without substantial changes in course content and instructional methods. We were reluctant initially to include this training area because of its already-proven record of success; however, in view of the Department of Corrections' inability to continue Barbering instruction, due to budgetary problems, it was incorporated into the project with the understanding that the department would absorb it at an early date and allow substitution of an untried vocational subject.

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[1] Funded by the U.S. Department of Labor, 1965.

The curriculum in this area was comprehensive and well developed, comprising 1080 hours of combined theoretical and practical work. This was also the only vocational area in which graduates were required to meet rigid licensing requirements. Successful completion of examinations, both written and practical, was required for certification of graduates as Apprentice Barbers by the District of Columbia's Department of Occupations and Professions. Twelve of the fourteen enrollees in the first cycle of barber training (100 percent of those admitted to candidacy) successfully passed this examination and were licensed during the project. The remaining trainees from the first group completed course requirements but were temporarily ineligible for the examination because of medical problems. Six trainees enrolled in the second cycle of Barbering, and originally scheduled to graduate in mid-September, completed all training requirements as of August 31, 1967, under an intensified training schedule. They were to take the licensing examination in October.

In addition to hair cutting and styling, practical training in Barbering included shaving practice and facial and scalp massage. Related classroom work in barber science included detailed study of various aspects of human anatomy and physiology, i.e., the circulatory system and muscular and skeletal systems as they relate to the health and care of the face and hair. Classroom work also included instruction in barbering history, shop management and ethics, personal hygiene and bacteriology, and sterilization and sanitation.

The inmate barber shop was used for practical training since it was well equipped with barber chairs, modern latherizers, hair vacuums and other equipment. Efforts were made to simulate as closely as possible the atmosphere, furnishings and operations of a community barber shop. A cash register was used to familiarize trainees with its use and also to register total volume of business for a given period of time. This information was then translated into shop income as related to earnings of individual barbers, based on the usual 70 percent commission.

Graduate licensed barbers were utilized effectively in our training as lead men to provide assistance and support to beginning trainees. The lead men carried no major instructional responsibilities but were paired with new trainees to provide closer support and assistance on an individualized level than the instructor alone could provide. This procedure also had the advantage of maintaining the graduate's identity with his training, providing him with status and a sense of self-confidence and accomplishment which was very often transferred to new training groups.

While the use of inmate leadership was not considered generally desirable by correctional personnel during the project, we learned that such leadership can be effectively channeled and used as a constructive and motivating force, if it is handled properly by the instructor. Successful utilization of inmate leadership in an instructional setting requires creation of a climate on the part of the instructor which fosters mutual respect between those attempting to communicate their newly developed skills and knowledge and those involved in the training.

With this type of learning environment established, the instructor must guard against the potentially destructive use of any real or implied authority of one inmate over another. In the Barbering program, as well as several other of our training areas, this method was very effectively utilized and added substantially to the receptivity and motivation of the training groups involved.

b. Course Outline

BARBERING

There is perhaps no service that the public appreciates more than the high standards of service and efficiency that well-trained barbers can render. The preparation of capable barbers requires the adoption of a systematic plan of instruction in accordance with recognized principles of education.

We have endeavored to follow an established pattern in designing a course of study in Barber Science which includes step-by-step instructions of the essentials of this vocation.

This prospectus tends to assume complete training and thorough preparation by combining professional skill with modern scientific knowledge, and creating desires to maintain high standards of service.

The objective of this course in Barber Science and skill is to develop the abilities to do the various manipulative skills in barbering that will permit the student to enter employment (initial) in the barbering industry on an advanced apprentice level.

To this end, the course is constructed to conform with and meet the requirements of the District of Columbia Board of Education and the Department of Occupations and Professions, and further allows flexibility of operation to adjust to specific needs.

Course work is divided into four nine-week (270 hours) sections, for a total of 1080 hours of instruction as follows:

Subjects	Hours Theory	Practical	Total
History of Barbering	55	--	55
Personal Hygiene and Bacteriology	81	--	81
Sterilization and Sanitation	80	--	80
Anatomy and Physiology	108	--	108
Shaving Practice	--	144	144
Massaging, Facial and Scalp	--	108	108
D.C. Regulations and Legal Relations	36	--	36
Shop Management and Ethics	36	--	36
Haircutting Practice	--	432	432
TOTALS	396	684	1080

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3. Building Service and Maintenance

a. Overview--In developing the Building Service and Maintenance training program, emphasis was placed on a diversified curriculum. In addition to the usual building custodian training, this program introduced the trainee to a wide range of skills now in high demand in the Washington metropolitan area. This diversified training was aimed at producing an apprentice "Jack of All Trades" maintenance mechanic who could meet the changing requirements of an expanding labor market. According to a representative of the Bureau of Apprenticeship Information of the United States Employment Service, who spoke to project trainees at the Center, the increasing demand for building service and maintenance personnel, together with the increasing complexity and difficulty of tasks involved, has resulted in a movement toward elevating this occupation to become one of the apprenticable trades.

On-the-job training including building cleaning, floor care and cleaning, floor sanding and finishing, minor concrete and masonry repair, window care, glazing, rug and carpet care, minor electrical repairs, minor plumbing repairs, dry-wall and plaster repair, and servicing of fluorescent light fixtures. Related classroom work was provided in trade mathematics, spelling and English. Development of a planned work program was also included, with training in the preparation of work schedules, the establishment of time requirements for various tasks and the preparation and maintenance of custodial records and reports.

Directed efforts were made to encourage trainees to consider opportunities for self-employment. In this regard, the project invited a representative of the Small Business Administration and a representative of the United Planning Organization, the District of Columbia's anti-poverty coordinating agency, to visit the Youth Center and discuss possibilities for small business loans. The United Planning Organization was particularly interested in our Building Service and Maintenance training as it was in the process of assisting with the development of a building maintenance service cooperative to be ultimately owned and operated by the disadvantaged.

The Building Service and Maintenance training site was a classroom in the academic school building converted into a combination classroom and vocational shop. Much of the training equipment and many of the training aids were made by the trainees. A dummy wall was constructed and used to instruct trainees in dry-wall repairs and patch plastering. Simple electrical wiring and repairs were taught with the aid of an electrical board with various power recepticals, lighting fixtures, doorbells, and a fuse box. Teaching models were also developed for training in the servicing of commodes and other plumbing fixtures.

Rug and carpet shampoo operations were also performed in the classroom with a commercial American-Lincoln combination floor polisher and scrubbing machine equipped with a three-gallon tank dispenser. A dry-foam shampoo was used and the residue removed with a combination wet and dry vacuum.

Limited classroom space presented some problems in service and maintenance training. Removal of student desks and other equipment from the room was required to perform some training operations. The training area also lacked adequate space for storage of tools, equipment and supplies. This problem posed certain difficulties in the area of instruction on proper methods of care and storage of tools and equipment and in maintaining good inventory control over equipment and supplies.

Continuous evaluation of program content in this training area was important because of the nature and rapidity of change in skill requirements in this field. Use of modern equipment comparable to that used by building service and maintenance contractors in the community was also essential to good training.

b. Recommendations

(1) Building Service and Maintenance vocational training should be structured in such a way that trainees are not regarded as an institutional labor force.

(2) Training experiences in the institution should reflect the complex and diversified demands placed on service and maintenance personnel in the community labor force.

(3) A coordinated and complementary relationship should be maintained between Building Service and Maintenance training and the service and maintenance work squad of the institution. The relationship of these operations should reflect the top priority of training, the need for maintaining the integrity of each, and the relative contribution of both operations to the goals and objectives of the institution.

(4) The training site for a Building Service and Maintenance course should include, in addition to a classroom, a vocational shop with adequate facilities for storage

of equipment and supplies. The shop should be designed to include space for an electrical repair board, a dummy wall for dry-wall and patch plastering repairs, a training model for minor plumbing repairs, a rectangular hard-wood platform to be used to teach floor sanding and refinishing, and such other equipment and facilities necessary for the diversified training of maintenance mechanics.

c. Course Outline

BUILDING SERVICE AND MAINTENANCE

The large numbers of office buildings and high-rise apartments in the metropolitan Washington area demand many custodial and maintenance workers. Each year hundreds of new units become operational to accommodate numerous activities and programs. As these programs multiply and expand, more people are attracted to the Washington area, thus increasing the need for custodial and maintenance services. As the need for these services increases, the labor demand increases proportionately.

Occupations in this field consist of jobs that range from custodial laborers to building superintendents. Each job in this field is of importance to the well-being of tenants and proprietors alike. Custodial maintenance men are important because within their hands lie the health, safety and comfort of many people, as well as the success of the employer.

This course of study is designed with the assistance of prospective employers to prepare students with the skills necessary to fill jobs in this field. The curriculum includes the theory and training necessary to prepare the trainee for entrance into the trade. The major areas covered are:

I. Introduction to the Building Service and Maintenance Field
II. Building Cleaning and Maintenance (interior)
III. Building Maintenance and Repair (exterior)

	Hours		
	Theory	Practical	Total
I. Introduction to the Building Service and Maintenance Field	40	--	40
A. Building service occupations			
B. Custodial tasks			
C. Physical and personal requirements			
D. Developing a planned work program			
1. Work schedules			
2. Establishing time requirements			
3. Custodial records and reports			
E. Description and care of maintenance equipment and materials.			
1. Common hand tools			
2. Buffers, sanders, waxers and vacuum			
3. Miscellaneous maintenance equipment			
II. Building Cleaning and Maintenance (Interior)	60	300	360
A. Operational Tasks			
1. Dusting			
2. Corridor cleaning			
3. Stairway cleaning			
4. Lavatory cleaning			
B. Floor Maintenance			
1. Floor types and maintenance materials			

	Hours		
	Theory	Practical	Total
2. Stripping wood and tile floors			
3. Reconditioning - dry cleaning and sanding			
4. Application of wax (paste and emulsion)			
C. Minor household and building repairs (Interior)			
1. Replacing window panes and screens			
2. Minor electrical repairs and replacement operation			
3. Minor plumbing service and repair			
4. Cleaning and servicing of household and building appliances and equipment			
5. Minor patch plastering of ceiling and walls			
6. Painting (exterior/interior, wood, metal and masonry)			
7. Miscellaneous tasks			
a. Furniture care			
b. Rodent and pest control			
D. Introduction to rug and carpet care			
1. Types of composition of rugs			
2. Vacuuming (wet and dry)			
3. Shampooing			
III. Building Maintenance and Repairs (Exterior)	30	110	140
A. Masonry and concrete repairs			
1. Minor masonry repairs			
2. Minor concrete repairs			
B. Repair and replacement of gutters and downspouts			
C. Minor roof maintenance and repairs			
TOTAL HOURS	130	410	540

BUILDING SERVICE AND MAINTENANCE

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4. Clerical and Sales

a. Overview--The project's clerical training program offered 660 hours of instruction in basic office and clerical procedures, business and correspondence English, typing, filing and record keeping, and operation and servicing of office equipment. In addition, a 60-hour course in retail salesmanship was included in this program.

The critical manpower shortage of clerical personnel both in the Federal Government and in business and private industry in the District of Columbia has been a chronic problem for several years. The seriousness of this problem has been recognized by the United States Employment Service and the Civil Service Commission, and has been underscored by recent newspaper articles. During the spring of 1967, it had reached such proportions that Federal agencies were authorized to pay travel expenses to Washington, D.C. for GS-1 clerk-typist trainees. The inability of high schools and night schools both in and outside the District of Columbia to meet the increasing demand for clerical personnel has resulted in a rather desperate search for alternative manpower resources to meet local needs. It was in response to this situation that Project Challenge and other MDTA programs across the country incorporated clerical training into their programs.

Early in the project, our clerical training attracted considerable interest from a number of federal agencies, including the Department of the Army, the Department of Labor and the General Services Administration. Several personnel division heads urged expansion of this training program and pointed out possibilities for acquisition of a full range of office equipment for training purposes on an extended loan basis from their agencies. A review of training preferences of applicants by the project staff indicated insufficient interest to warrant an expanded program in the clerical area. However, with longer training cycles, this program might well be further developed and better equipped by further exploring and cultivating the interest and support of these agencies.

The trend in both private industry and the federal Government toward increasing use of electric typewriters and calculators prompted inclusion of training on this equipment in the program. Four electric typewriters and two electric calculators were used in addition to nine manual typewriters provided on loan from the Department of Corrections. Rental costs of electric equipment were modest in relation to added effectiveness of the training and enhancement of employment possibilities. Clerical trainees also received instruction in the use of liquid process (ditto) machines and mimeograph and photo-copy equipment.

In addition, at the suggestion of several federal agencies, increased emphasis was placed during second-cycle training on payroll preparation and procedures used by the Federal Government.

During the first cycle, all training was held in the classroom, as various clerical assignments within the institution were handled by the Youth Center clerical pool. This pool was composed of men with little or no clerical skills and received only nominal supervision from the principal of the academic school. In the last month of the second cycle, the project initiated a systematic on-the-job training program by placing selected project trainees in institutional clerical assignments for three days each week, supplemented by two days of classroom work and weekly review by the instructor of work performed on the job. Placement of advanced students in OJT clerical assignments with close supervision by the instructor proved to be a very effective training approach.

The retail sales program (Appendix F), designed for the project by a private organization, while improving training content and curriculum, also led to some disappointments for Clerical and Sales trainees. As originally proposed to the project, this program was to include not only training manuals, but directed efforts by the organization to assure employment for graduates by solicitation of support from local retail sales companies. Also promised were training incentives such as suits and proficiency certificates, and a variety of demonstration equipment and merchandise from local companies for use in the training.

In reality, very few benefits were realized in terms of expanded employment opportunities as a result of this program and there was little tangible evidence of the company's success in mustering business support for the program. Two items of demonstration equipment were provided: a small transistor radio and an electric iron. Training incentives and proficiency certificates were not provided; however, special certificates were awarded by the project. Failure on the part of the organization to keep many of its commitments to the men adversely affected morale in this training area.

b. Recommendations

(1) Clerical training, with concentrated, related, basic education, can be effectively applied to a culturally deprived, limited-ability population and should be included in vocational training programs in correctional institutions.

(2) Institutions conducting clerical training programs should take advantage of the manpower shortages of clerical personnel both in government services and private industry to actively solicit their support for such programs, particularly through equipment loans and donations.

(3) Clerical training should include instruction in the use of a wide range of modern office equipment.

(4) Clerical training programs in institutions located in close proximity to federal installations or private concerns should incorporate into course content any specialized clerical training which enhances employment possibilities with those agencies.

(5) Institutions should actively solicit technical assistance and other support such as on-site testing of trainees by Civil Service examination teams or personnel representatives of private concerns.

c. Course Outline

CLERICAL AND SALES

In the Washington area, where the major source of employment is the Federal Government, the services of clerical and sales personnel are utilized extensively each day. The function of government offices require a great deal of correspondence, duplicating and filing. The effectiveness of these offices depends largely upon clerks, stock clerks, stenographers and other office workers. In large offices where several office workers are employed, each will be a specialist such as, clerk stenographer, file clerk, store-room clerk, receiving and storing clerk, etc. Smaller offices usually employ one clerk who performs all clerical functions necessary for that office. His responsibilities are very different because of the volume of service to be performed.

The educational requirements for most of these jobs are usually high, with most positions requiring a high school diploma or its equivalent. This requirement can be waived, however, if the individual has extensive training and/or experience in the trade.

The program of instruction prepared for Clerical and Sales training by the staff of Project Challenge includes a complete curriculum of the activities necessary to prepare an individual for the fields of clerical services and sales.

Training is offered in:

1. Basic Office and Clerical Procedures
2. Business and Correspondence English
3. Applied Mathematics for Clerical and Sales Occupations
4. Fundamentals of Typing
5. Filing and Record Keeping
6. Operation and Service of Office Machines
7. Retail Salesmanship

OUTLINE

24 Weeks	720 Hours
Basic Office and Clerical Procedures	60
Business and Correspondence English	90
Mathematics for Clerical and Sales Occupations	165
Fundamentals of Typing	225
Filing and Record Keeping	45
Operation and Service of Office Machines	45
Retail Salesmanship	60
Supervised Study	30

Basic Office and Clerical Procedures

	Hours		
	Theory	Practical	Total
I. The Importance of Office Work	5	--	5
II. Office Etiquete	5	--	5
III. Good Public Relations	5	20	25
IV. Employee-Employer Relations	5	20	25
Sub-Total	20	40	60

I. The Importance of Office Work
- A. The office in today's business
- B. Working in a modern office
- C. Measuring up to office work
- D. Inter-personal relations

II. Office Etiquete
- A. Behavior
  - 1. Acceptable
  - 2. Mannerisms
  - 3. Speech
  - 4. Attitude
- B. Appearance
  - 1. Grooming
  - 2. Wardrobe
  - 3. Posture

III. Good Public Relations
- A. Customers and callers
- B. Introduction
- C. Telephone etiquette
- D. Letters

IV. Employee-Employer Relations

Business and Correspondence English

	Hours		
	Theory	Practical	Total
I. Business Enterprise	10	--	10
II. Principles of Management	10	--	10
III. Better Business Correspondence	10	--	10
IV. Good Letter Writing	5	25	30
V. Memoranda and Reports	5	25	30
Sub-Total	40	50	90

I. Business Enterprise
  A. Nature of business in American economy (scope of business)
  B. Single proprietorship
    1. Nature of this type of business
    2. Earmarks of efficiency
  C. Partnership
    1. Nature of this type of business
    2. Earmarks of efficiency

II. Principles of Management
  A. Overall responsibility of management
  B. Organization of management
  C. Patterns of operation
    1. Planning
    2. Organizing
    3. Directing
    4. Controlling

III. Better Business Correspondence
  A. Types
  B. Effects of poorly written correspondence on recipient

IV. Good Letter Writing
  A. Principles
  B. Mechanics of good letter writing
  C. Clarity of expression
  D. Correction of executive letters and proofreading
  E. Better writing preparation and practice.

V. Memoranda and Reports
  A. Brevity, clarity, accuracy and completeness
  B. Form and forms
  C. From the receiver's point of view

Fundamentals of Typing

	Hours		
	Theory	Practical	Total
I. Machine Fundamentals	5	5	10
II. Standards of Performance	5	60	65
III. Skill Development	5	80	85
IV. Brief Introduction to Letters and Forms	5	60	65
Sub-Total	20	205	225

- I. Machine Fundamentals
  - A. Parts of machine
    - 1. Identification
    - 2. Use
  - B. Typist maintenance operation
  - C. Manual and electric typewriters
    - 1. Similarity
    - 2. Differences
  - D. Operation
    - 1. Inserting paper
    - 2. Proper position
      - a. hand
      - b. arm
      - c. correct posture
    - 3. Key striking
      - a. manual typewriter
      - b. electric

- II. Standards of Performance
  - A. Speed
  - B. Neatness
    - 1. Format
    - 2. Layout
    - 3. Corrections
  - C. Accuracy
  - D. Acceptability of grammar
    - 1. Language usage
    - 2. Spelling
    - 3. Punctuation

- III. Skill Development
  - A. Keyboard mastery (touch control)
  - B. Reduction of errors
  - C. Improvement
    - 1. Speed
    - 2. Product quality

- IV. Introduction to Letters and Forms
  - A. Short and simple letters
  - B. Manuscript
  - C. Tabulating typing
  - D. Reports
  - E. Office records
  - F. Drafts

Mathematics for Clerical and Sales Occupations

	Hours		
	Theory	Practical	Total
I. Addition	2	8	10
II. Subtraction	2	8	10
III. Multiplication	2	18	20
IV. Division	2	8	10
V. Percentage	2	8	10
VI. Payrolls	5	10	15
VII. Retailing	5	30	35
VIII. Financing	5	25	30
IX. Insurance	5	--	5
X. Taxation	5	15	20
Sub-Total	35	130	165

I. Addition
  A. Improving
    1. Addition of whole numbers
    2. Increasing speed
    3. Checking for accuracy (manually and by machine)
  B. Types of Addition
    1. Horizontal
    2. Horizontal-vertical

II. Subtraction
  A. Improving
    1. Subtraction of whole numbers
    2. Checking for accuracy (manually and by machine)
    3. Horizontal subtractions
  B. Making change

III. Multiplication
  A. Improving
    1. Multiplying of whole numbers
    2. Checking for accuracy (manually and by machine)
  B. Horizontal multiplications
  C. Checking multiplication by machine

IV. Division
  A. Improving
    1. Division of whole numbers
    2. Checking division accuracy
  B. Computing averages
  C. Checking accuracy

V. Percentage
  A. Improving skills in using percentages

VI. Payrolls (preparation)
  A. Time payrolls (hourly wage system)
  B. Straight piecework wage system
  C. Use of withholding tax tables
    1. National
    2. Local

VII. Payrolls (preparation)
  A. Discount computation (trade and cash)
    1. Series of discounts
    2. Cash discount and net price
    3. Trade discount and net price
  B. Sales computations
    1. Consumer discount
    2. Discount rates
    3. Markups and markdowns
    4. Sales and excise tax

VIII. Financing
  A. Interest
    1. Monthly rates
    2. Tables (interest and time)
    3. Compound interest

B. Discounting notes and drafts
    1. Maturity date of notes
    2. Proceeds on notes
C. Installment buying and selling
    1. Installment buying and selling
    2. Rate of interest on installment purchase
    3. Automobile installment purchase
    4. Interest rates charged by small loan agencies

IX. Insurance
    A. Fire and theft
    B. Automobile
    C. Life

X. Taxation
    A. Property taxes
    B. Federal income taxes
    C. Social Security
        1. Primary benefits
        2. Family benefits on retirement and death of retired

Filing and Record Keeping

	Hours		
	Theory	Practical	Total
I. Purpose and Use of Records	5	--	5
II. Types of Records	5	--	5
III. Common Business	5	10	15
IV. Introduction to Bookkeeping	5	5	10
V. Filing	5	5	10
Sub-Total	25	20	45

I. Purpose and Use of Records
    A. Why records are kept
    B. Personal cash records
    C. Keeping records at home
    D. Business and records
    E. Automated record-keeping

II. Types of Records
    A. Cash records
    B. Banking records
    C. Payroll records
    D. Time records
    E. Reporting records (Social Security, income tax, etc.)

III. Common Business Record Forms
    A. Purchase orders, sales invoices and receipts
    B. Stock records and requisitions

IV. Introduction to Bookkeeping
    A. Cash
        1. Receiving
        2. Paying
    B. Forms, vouchers and checks

V. Filing
   - A. Rules
   - B. Materials
   - C. Correspondence
   - D. Card and visible filing
   - E. Punch card system
   - F. Special filing routines and equipment

Operation and Service of Office Machines

	Hours		
	Theory	Practical	Total
I. Office Machine Introduction	15	30	45

I. Office Machine Introduction
   - A. Overview of machine computing methods
   - B. Adding and calculating machines
     - 1. Use (moderated practice)
     - 2. Adding by touch
     - 3. Subtraction
     - 4. Multiplication

Retail Salesmanship

	Hours		
	Theory	Practical	Total
I. Introduction	1	--	1
II. The Future of Selling	1	--	1
III. The Salesman	2	--	2
IV. Getting a Selling Job	2	--	2
V. Fundamentals and Practices of Selling	2	--	2
VI. Sales Aids	2	--	2
VII. Suggestions in Selling	2	--	2
VIII. Qualifying the Customer	--	3	3
IX. Convincing Your Customer	0	12	12
X. How to Use Demonstrations	0	16	16
XI. Closing the Sale	0	15	15
XII. Creating Good Will	2	--	2
Sub-Total	14	46	60

I. Introduction
   - A. What is selling?
   - B. Success in selling
   - C. Need for career salesmen
   - D. Where salesmen originate
   - E. Selling--an art or a science
   - F. Kinds of salesmen
   - G. Compensation
   - H. Practice

II. The Future of Selling
   - A. Prospects of success for salesman
   - B. Satisfaction from selling
   - C. Opportunities
   - D. Selling as a profession

III. Getting a Selling Job
   - A. Getting a job without sales experience
   - B. Creating a selling opportunity
   - C. Resourcefulness

IV. The Salesman
    A. Personal qualifications
    B. Assets and liabilities
    C. The inadequate salesman
    D. Motivation

V. Fundamentals and Practices of Selling
    A. Formulas for selling
    B. Value of planning
    C. "Timing" in sales work
    D. Selling yourself

VI. Sales Aids
    A. Types of sales aids
    B. Sales manuals
    C. Product manuals
    D. Service manuals
    E. Advertising
    F. Visual sales aids
    G. Demonstration materials
    H. Standard sales presentations

VII. Using Suggestions in Selling
    A. Application of suggestion in selling
    B. Negativism
    C. Associative selling

VIII. Qualifying the Customer
    A. Purpose of qualifying the customer
    B. Customer need for your product
    C. Making the customer recognize his needs
    D. Importance of benefit to the customer
    E. Needs and wants

IX. Convincing Your Customer
    A. Importance of convincing your customer
    B. Interruptions and objections

X. How to Use Demonstrations
    A. Purpose of demonstrations
    B. Reasoning

XI. Closing the Sale
    A. Closing the final steps in the sales presentation
    B. Direct close
    C. Indirect close
    D. Arts of price quoting
    E. Situations in closing sales

XII. Creating Good Will
    A. Definition of good will
    B. The product
    C. Your company
    D. Yourself
    E. Advertising
    F. Service
    G. Follow-up after sale is made

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5. Food Services

a. Overview--Mass food production techniques and the extremely limited variety of foodstuffs used in correctional institution food services programs do not readily lend themselves to highly specialized, restaurant-style culinary training. Traditionally, training in institutional culinary operations is limited to on-the-job experience with very little if any provision made for related theory and classroom work. Generally, these operations are heavily overmanned with inefficient and often imprudent utilization of manpower in the interest of reducing inmate idleness. Food service, while holding occupational interest for many inmates, is often unpopular because of its frequent use by the institution as a punitive assignment.

In an effort to find new ways to revitalize and increase the effectiveness of culinary training, new approaches were adopted by the project. All trainees received both theoretical and practical training under the supervision of the food services instructor. Arrangements were made for trainees to draw their subsistence for the noon meal in advance from the institutional culinary unit and prepare their meals as part of their practical work. Theoretical work and critiques of the morning's practical work were conducted in the afternoon. A supplemental food budget was used to purchase additional food and supplies for specialized food preparation. Invitations on a limited basis were extended to project staff, institutional personnel and inmates for the noon meal. Both project and institutional staff paid regular subsistence rates, with these funds being used on a revolving basis to purchase a wide variety of foodstuffs for use in the training. This approach exposed trainees to many foods and food preparation techniques with which they were totally unfamiliar and raised the level of skill development beyond that ordinarily achieved in institutional food service training operations.

The Food Services training site consisted of one large room adjacent to the institution's culinary unit. Space and equipment limitations prevented this training program from operating at optimal effectiveness. Trainees, however, made amazing progress in spite of less than adequate facilities. Using equipment and facilities comparable to those of a large home kitchen, i.e., double sinks, one electric range and oven unit, etc., trainees prepared complete dinners for up to 90 persons. Classroom work included comprehensive menu planning, nutrition, food economy and conservation, bacteriology, food storage, waste disposal, sanitation and hygiene, operation and maintenance of kitchen equipment, principles of cookery, analysis of food preparation, and related mathematics, spelling and English. Trainees also received instruction in pastry-making and meat cutting and were given rotating responsibility for the preparation of salads, entrees, desserts, etc., with critique and review by the instructor and other trainees.

Some difficulties were encountered in maintaining effective and cooperative relationships with the staff of the institution's culinary unit. This was partially the result of the presence of an operational unit in their midst over which they had little or no control. Continuous efforts were made to alleviate this problem through administrative coordination, but without any significant or lasting improvement in the situation. Another factor bearing on the relationship between the project's training and the culinary staff of the institution centered around the latter's negative reaction to frequent invidious comparisons by institutional staff of the quality of food prepared by their unit as contrasted to that prepared as part of Project Challenge training. This feeling and its consequent adverse reaction from the institution's culinary staff persisted in spite of our efforts to stress that the special nature of the project's Food Services course necessitated the maintenance of high quality and comprehensive food preparation in the training program.

b. Recommendations

(1) Plans for an institutional Food Services training program should include a supplemental budget for purchase of additional foodstuffs and supplies. A wide variety of foodstuffs, spices and other ingredients is necessary for training in hotel and restaurant-style food preparation and is required in order to provide meaningful culinary training in keeping with the labor demands of the food service trade.

(2) Where possible, facilities separate from the institutional culinary unit should be used for training to avoid, at least during early stages of training, the pressures of a high production food service operation. Such a sheltered program assures adequate coverage of theoretical work, review and critique of preparation, and early emphasis on quality and efficiency.

(3) Adequate space should be provided to accommodate a training range and oven for each two trainees and a sufficient quantity of culinary equipment to allow simultaneous preparation of a particular course by all students.

(4) Later stages of training and post-training assignments should include increasing emphasis on production standards in keeping with commercial requirements.

c. Course Outline

FOOD SERVICES

A well trained cook can be the most popular as well as the most important person in a restaurant. He brings the rich enjoyment of good food to the customers at meal times. Moreover, the health and well-being of every person eating in his restaurant depends upon his skill in preparing tasty and satisfying meals.

This course is designed to help trainees learn aspects of food service operations that will be applied in the classroom, class kitchen, and class dining room. Related activities, consisting of field trips, guest speakers, counseling, and vocational education, are also incorporated into the training requirements for this course. Training consists of 18 weeks (540 hours) of instruction as follows:

Hours

I. Introduction to Food Services (theory)------------------------- 34
    A. Food service manager, food service assistant manager, and food service steward
    B. Chef, assistant chef, cook, apprentice (cook's helper), and dishwasher
    C. Personal hygiene
    D. Food service facility and pest control
    E. Waste disposal
    F. Storage of food
    G. Nutrition
        1. Principles of nutrition
        2. Minerals and vitamins
        3. Balanced diet
        4. Menus
    H. Food economy and conservation
        1. Conservation of food
        2. Conservation of fats
        3. Use of leftovers
    I. Bacteriology and food poisoning
    J. Sanitation and hygiene

II. Kitchen Equipment--Operation and Maintenance (theory)---------- 6
    A. Utensils and tools
    B. Metal cleaning and bluing
    C. Butcher's block and cook's work table
    D. Refrigerators
    E. Bain-Marie and the steam-jacketed kettle
    F. Sink
    G. Exhaust fans, the toaster, and the griddles
    H. Deep-fat fryer

Hours

I. Ovens and gas ranges
J. Mixers
K. Vegetable steamers
L. Meat-cutting equipment
M. Potato peelers

III. Principles of cookery--Analysis of Food Preparation and Service (practical and theory)---------------------------- 6
1. Introduction to cookery and recipes
2. Cookery terms
3. Cooking processes
4. Fruits
5. Cereals
6. Diary products
7. Soups
8. Types and classes of meat
9. Cuts of beef
10. General principles of meat cookery
11. Cooking meat with dry and moist heat
12. Frozen food
13. Sea food
14. Chickens
15. Turkeys and ducks
16. Eggs
17. Kinds of vegetables
18. Vegetable cooking
19. Cooking potatoes and quick frozen vegetables
20. Paste products
21. Grains
22. Beans, peas, and lentils
23. Green salads
24. Vegetable and fruit salads
25. Main course salads, molded or jellied salads, and frozen salads
26. Garnishings and salad dressings
27. Desserts
28. Food seasoning
29. Roux and sauces
30. Gravies and dressings
31. Garnishings and accompaniments of foods
32. Coffee brewing
33. Coffee urns
34. Other ways to make coffee
35. Tea and cocoa
36. Iced fruit drinks
37. Sandwiches
38. Serving and carving
39. Styles of service

IV. Pastry Baking (practice and theory)---------------------------- 40
A. Basic doughs and quick breads
B. Pies
C. Cakes
D. Cookies

V. Meat Cutting (theory and practice)---------------------------- 20
A. Meat cutting tools
B. Beef hindquarters--cuts
C. Beef hindquarters--method of cutting
D. Beef forequarters--method of cutting

	Hours
E. Veal	
F. Lamb	
G. Method of cutting	
H. Pork	
I. Poultry	
VI. Speakers, Field Trips	8
VII. Information Program--Counseling	12
VIII. Vocational--Remedial Education	12
TOTAL HOURS	542

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United States Army Quartermaster School, Fort Lee, Virginia

Fruits, Vegetables and Grains--Subcourse QM 304
Applied Cooking
Meat, Poultry, Eggs, and Waterfoods
Special Subsistence Commodities

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6. Interior and Exterior Painting

a. Overview--Probably the least successful of the project's seven training areas in terms of efforts to develop more effective training methods was the Interior and Exterior Painting program. The confluence of a number of factors operated to impede the effectiveness of this type of program in a correctional setting. As was the case with Building Service and Maintenance, painting trainees were regarded by the Youth Center primarily as an institutional work squad. Unlike our experience with maintenance training, however, there was no complementary work force of painters which could meet the pressures of institutional needs. As a consequence, this training group operated under a rigorous schedule which did not always result in exposure of trainees to an adequate variety of training tasks and made it difficult to follow our course outline. Restrictions on outside custody and limitations of any out-of-institution activity which might bring institutional programs into competition with businesses seriously limited training experiences and on-the-job training projects.

Another serious handicap to the development of a more effective painting training program was related to the project's dependence upon a paint supply furnished by the Maintenance Division of the Department of Corrections. This division establishes quotas of paints and supplies to be used by the various institutions within the system. As a result of the limited supply of paint available from this source, practical work, a very important and vital aspect of this trade training, was seriously curtailed in a number of instances during the early period of project operations. The quota system established by the Department of Corrections was also tied to scheduling of the various facilities within the institution which had to be painted during a given period of time. This rather inflexible schedule, established at the departmental level, made it difficult for us to follow an organized training outline and systematically rotate trainees in the various tasks required to prepare them adequately for satisfactory performance in apprentice-level employment.

Practical training included work with brush, roller and spray equipment. Trainees were introduced to high-production paint application methods and techniques used by large paint contracting companies through field trips to job sites. Classroom instruction included related mathematics, spelling and English. Instruction also included work schedule preparation and paint and color utilization under various conditions.

One practical approach which proved very successful was that of judging and evaluating trainee performance against estimates made by the instructor or, on occasion, by an outside commercial jobber or contracting company. Estimates included time or man-hour and material requirements, cost, etc. Trainees compared their individual estimates with those of the jobber after completion of the project. Analyses and comparisons of this type gave the trainee valuable insight into the relationship between contractor's costs, profits and employee productivity. This information was further related to wage differentials based on varying employee ability to perform high quality work under rigorous production conditions.

b. Recommendations

(1) Effective development of an interior-exterior paint training program requires budgetary provisions, under the vocational education program, for additional paints and supplies beyond those available for institutional maintenance operations, as well as access to training conditions more closely simulating those under which the trainee may be expected to perform in the community.

(2) Emphasis in the early stages of training in the institution should be on apprenticeship rather than production, with provisions for a complementary work squad.

(3) Post-training assignments, either within the institution as part of the institutional painting squad or through extended training in the community under work release or furlough arrangements, should place heavy emphasis on preparing the trainee to meet rigorous production requirements.

(4) Where custody considerations permit, trainees should be involved in community training projects, particularly those connected with public housing, urban development and improving living conditions of the poor. Such involvement would add diversity to training experience and engender pride and self-satisfaction on the part of the trainee through meaningful and tangible services to his peers.

c. Course Outline

INTERIOR AND EXTERIOR PAINTING

Natural forces combined with the desires of man institute the continual change in appearance and form of our man-made world.

To establish this change, a great deal of surface painting and refinishing is required. This has contributed greatly to the rapid increase of employment vacancies in the painting trade.

There is perhaps no other trade in which an individual can acquire the basic skills and become a wage earner in such a short period of time. It is equally as easy for an individual to become a self-employed painter with a minimum amount of invested capital.

This course of study is designed to help individuals to help themselves through a planned training program which will develop their basic skills and enable them to work as painters on at least the apprenticeship level. Instruction consists of 180 hours of theory and 540 hours of practical work, for a total of 720 hours of instruction over a 24-week period. Course content is divided as follows:

- A. Introduction to Painting
  - 1. Mathematics (trade)
  - 2. English Grammar
  - 3. Shop Practice
- B. Introduction to Painting Materials
  - 1. Paints
  - 2. Surface Fillers
  - 3. Wood Fillers
  - 4. Shop Practice
- C. Preparation for Painting
  - 1. Setting up of Equipment
  - 2. Interior
  - 3. Exterior
  - 4. Brushes and Rollers
- D. Paints (manufacturing)
  - 1. Mixing
  - 2. Formulas
- E. Paint Application
  - 1. Roller and Spray Gun
  - 2. Brushes
- F. Special Painting Problems
  - 1. Climate
  - 2. Types of Disfigured Surfaces
  - 3. Glazing and Minor Carpentry
  - 4. Shop Practice
- G. Estimating Paint Jobs
  - 1. Work Charts (practice)
  - 2. Color Schemes
  - 3. Surfaces
  - 4. Purchasing (theory)
- H. Related Work
  - 1. Counseling
  - 2. Examinations
  - 3. Remedial Education

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7. Welding

a. Overview--In the first month of project operation, the decision was made, based on analysis of the District of Columbia's labor market, to shift emphasis in our building trades training from brick masonry to welding. Initially this change in program posed some problems in that the training budget did not provide for major capital outlays such as those required for the purchase of welding equipment. Our Welding program was begun with an antiquated electric welding machine borrowed from the Department of Corrections. Efforts by the project director to obtain more modern equipment on loan from local military bases were unsuccessful.

Contacts made by the welding instructor through the American Welding Society led to a real boost for this area of training when, through the cooperative efforts of the Lincoln Electric Company and the Northern Virginia Steel Company, two modern welding rigs were donated to the project. Continued business and industrial support, in terms of technical assistance and equipment and supply donations, was particularly helpful and beneficial in our development of this vocational area.

Additional equipment purchased by the project included two electric arc welding machines with accessories. Because of the considerable increase over the past decade of the use of arc welding processes that employ inert gas, the project also incorporated heliarc or tig welding into the training program. Tig equipment with a high frequency unit was used to adapt one machine for heliarc welding. Trainees also received instruction in oxyacetylene cutting and welding. Additional instruction was provided on the latest high-production microwire equipment. Practical training included instruction in the welding of all types of joints in their various positions: flat, vertical, horizontal and overhead. Trainees were instructed in the adjustment and operation of welding equipment, the application of various basic welding techniques, metal disposition and classification, and in identification and selection of the various electrodes to be used in welding operations. In addition, a brief orientation was presented in identification of various types of metals, their characteristics and weldability.

Throughout training, the practice of accepted safety precautions was stressed as well as the care and maintenance of welding equipment. In addition to practice welding with scrap metal donated by the various companies in the Washington metropolitan area, trainees completed a number of projects for the institution, including complete construction and fabrication of welding booths, work benches, portable equipment stands, and reinforced steel girders for use in construction of the project's new classrooms.

Early in the contract period, contact was made with the American Welding Society (AWS) to explore the possibilities for certification of trainees, and a copy of the society's Standard Qualification Procedure manual[1] was obtained from AWS Headquarters in New York. Further exploration of certification procedures revealed requirements for substantial fees for laboratory services involved in certification. The combination of certification and examination fees would have cost approximately $100 per trainee. Further discussions with AWS representatives revealed that there was a less expensive procedure which might be used to gain such certification. This procedure involved subjecting "bend specimens" cut from training welds to tests of strength and stress by a company or facility which had the specialized equipment to accomplish such testing, and which would agree to furnish the American Welding Society with an independent laboratory report. This procedure involved examination of the trainee and tests of four specimens, at a cost of $5 per man. Even at this cost, however, the project could not effect formal certification of trainees as no budgetary provisions had been made for this purpose. Instead, the Welding class constructed a special press which enabled the welding instructor to more effectively measure and test the strength of welds and judge the proficiency of trainees in accordance with requirements similar to those established for American Welding Society certification.

Classroom work in our Welding training involved trade-related mathematics, English and spelling. During the first training cycle, a VISTA volunteer, supported by the instructor, schooled trainees in the fundamentals of geometry as applied to planning work from simple drawings and blueprints or other written specifications. Unfortunately, this aspect of the program had to be discontinued when the VISTA volunteer involved left the project and personnel could not be freed from other duties to continue the activity.

Trainee Metal Sculpture Exhibit

In April 1967, the National Committee for Children and Youth, with the assistance of the Smithsonian Institution, sponsored an exhibition of free-form welding sculptures created by members of the Project Challenge Welding class at the Lorton Youth Center. The sculptures were placed on display in the lobby of the Office of Economic Opportunity in Washington, D.C., from April 24 through 28.

A VISTA Volunteer connected with the Project Challenge program was on hand to answer visitors' questions and record their comments in a book, which was presented to the Welding class at the close of the exhibition. Mr. Clinton Baker, welding instructor, and the members of his class were very pleased with the favorable public reaction to the creative by-product of their professional training.

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[1] American Welding Society, Standard Qualification Procedure (B3.0-41T), New York: 1941, $1.00.

An auction of the sculptures at the close of the exhibition earned $540 which was divided equally among the participating trainees and placed in their personal accounts at the Youth Center.

b. Recommendations

(1) Institutional Welding programs offering intensive training to a limited-ability population should stress the fundamentals of welding and the techniques and methods used in simple production, repair and maintenance work.

(2) Some training in the use of Tig and Mig welding equipment should be included because of the considerable increase in the use of this equipment in the repair, maintenance and fabrication of the hard-to-weld metals (e.g., aluminum, stainless steel).

(3) Provisions should be made in the training budget for fees to cover American Welding Society certification. Certification by an independent standard-setting organization has considerable motivating benefits and encourages and promotes self-confidence and professional or career identity. While not essential for access to entry-level jobs, such certification is necessary for jobs having stringent reliability and precision requirements.

c. Course Outline

WELDING

In a recent survey of the welding trades it was noted that there is a shortage of experienced and trained combination welders capable of performing maintenance and production work.

This course in welding is designed to train young men and provide them with the specialized skill and knowledge to perform at acceptable entrance-level standards in the trade. This work usually involves blacksmithing, welding and cutting, or all three. The theory, equipment, procedures, and techniques for such work or training are primarily concerned with oxyacetylene and electric arc welding and heliarc methods. Brief descriptions and fundamentals of other welding processes will also be covered. The subject matter is presented with flexibility to allow for the varying capabilities of the individual students.

This course is without precedent in having course materials and equipment for training supplied directly by potential employers. Employment opportunities are excellent at present and will continue into the foreseeable future.

This course outline for the welding trade is prepared for a duration of 16 weeks, consisting of 145 hours of theory and 407 hours of practical work--a total of 552 hours of training at the rate of 31 hours per week.

	Hours		
	Theory	Practical	Total
I. Introduction to Welding Trades and Presentation of Course Outline A. Purpose of program B. Scope C. Occupational opportunities and outlook	6	--	6
II. Safety Precautions A. General safety rules B. Protective equipment C. Safety practices in the welding shop	10	50	60

	Hours		
	Theory	Practical	Total
III. Use of Hand and Machine Tools	5	50	55
A. Proper use of hand tools related to welding			
B. Proper use of power tools related to welding			
C. Proper use of grinders related to welding			
IV. Welding Knowledge	10	24	34
A. Specifications of electrodes and welding rods			
B. Ferrous and non-ferrous metals			
V. Oxygen-Acetylene	10	80	90
A. Proper use and adjustment of regulator			
B. Welding torch			
C. Metal preparation for welding			
D. Expansion and contraction			
E. Five basic joint welds			
F. Use of burning torch			
G. Gas welding techniques and skills			
H. Brazing and welding			
I. Three types of flame adjustments			
VI. Arc Welding	25	100	125
A. Process of arc welding			
B. Arc welding machines and accessories			
C. Metal electrode			
D. Striking the arc			
E. Running a straight bead			
F. Setting the machine accordingly			
G. Re-starting a continuous bead and filling a crater			
H. Running a bead with a whipping motion			
I. Building a pad			
J. Position and types of arc welding joints			
K. Polarity			
L. Arc blow and welding with AC and DC			
M. Effects of welding heat on metals			
N. Electrode classification and identification			
O. Position welding "I" types of joints			
1. Flat lap, butt and vee			
2. Horizontal butt welds			
3. Vertical lap, fillet and butt welds			
4. Overhead laps, fillet and butt welds			
5. Downhand lap, fillet and butt			
VII. Basic Geometry and Elementary Blueprint Reading	54	--	54
A. Measurements			
B. Angles			
C. Theory of straight lines			
VIII. Heliarc Welding Theory and Techniques	25	103	128
A. Process of heliarc welding			
B. Safe and efficient work habits connected with heliarc welding			
C. Heliarc welding machine and accessories			
D. Identification of welding rod			
1. Position welding			
a. Flat			

	Hours		
	Theory	Practical	Total
b. Horizontal			
c. Vertical			
d. Overhead			
E. Four types of joints			
1. Butt			
2. Lap			
3. Corner			
4. Vee			
GRAND TOTAL	145	407	552

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C. Recommendations and Observations

- Establishment of a vocational training program in an institutional setting requires careful analysis of a number of variables:

  (1) The characteristics of the inmate population, ability levels, aptitudes and interests as related to types of training to be offered.

  (2) Manpower needs and occupational shortages in the community as related to types of training offered.

  (3) Consideration of the average length of stay in the institution and the rate of intake and release, in relation to the duration and design of training cycles. For example, short-term intensified training courses (16-18 weeks) in an institution having a population of 300 inmates, an average stay of 20-24 months, and a low rate of commitment and release rapidly reduces the reservoir of potential trainees.

  (4) Sentencing structure in relation to the design and duration of training cycles. Because of the uncertainties of parole dates and the unpredictable aspects of indeterminate sentencing, many men completing training but denied parole must be placed in institutional work assignments. While some of these assignments are training-related and offer good opportunities for on-the-job training, they are few in number and are quickly filled. As a consequence of the lack of training-related jobs and the ever present demands of "institutional need," many men completing training are placed in non-training-related jobs which offer little or no opportunity for application of knowledge and skills derived from training. In this regard, it has been repeatedly demonstrated in learning and motivational research that continuity of practice is crucial to the retention and development of newly acquired skills.

- Training cycles should be designed, where possible, in integral units which would permit entrance to training at frequent intervals during the cycle.

- The use of vocational instructors not possessing teaching licenses or credentials and whose experiences and educational achievements are far removed from the traditional education requirements is strongly recommended. Project experience indicates that non-professional instructional personnel who are knowledgeable in their field and its current industrial requirements can be used effectively in an institutional vocational training program. While it is evident that not all project instructors have performed at the same level of achievement, they have performed as a group at a very high level.

- The receptivity of trainees and the impact of training is sharpened by the use of instructors who, through their own example and through identification and cultural affinity with the target population, provide the necessary relationship and motivational impetus for self-improvement.
- As a corollary to the above, a comprehensive staff training and staff development program is essential to an effective training program.
- Instructional staff should be encouraged to join and actively participate in related trade and professional organizations. Such participation is effective in reducing the isolation of institutional training programs from the rapidly changing technology and changing requirements of the labor market.
- A program of technical assistance supported by the Federal Government is recommended to provide state correctional institutions with the necessary support and stimulation to up-date and revitalize industrial and vocational training. Such a program should provide consultation as required.
- Included in the above program should be provisions for the purchase of modern equipment by the Federal Government to be placed on loan with the institution, with the stipulation that it be used as part of an organized training program geared realistically to the manpower needs of the community. Equipment placed on loan would remain with the institution as part of the technical assistance efforts with the stipulation that the institutional vocational programs reflect the intent and commitment of the correctional administration to the primary objectives of training and rehabilitation.
- Development of community correctional programs will represent the thrust of the future. Long-range planning should increasingly involve the stimulation and development of community participation in the correctional process. Shifting emphasis should lead to relatively shorter periods of incarceration and movement of the offender into community treatment centers which will provide supervised reintegration into the community. To complement and lend impetus to this trend, manpower programs in corrections should begin to develop training resources both within and outside the institution.
- Increasing use of work release and furloughs for education and training can lead the way to more effective utilization of the community as a training laboratory and provide access to meaningful training related on-the-job placements for those inmates trained but not yet released from the institution.
- Historically, correctional systems, plagued by inadequate salaries, staff shortages and inadequate financial support, have been unable to develop training. We found that an appeal to industry for assistance was immediately heeded. Tangible support in terms of equipment, outlines for training courses, jobs and materials was received promptly and in excess of expectations.

Concrete offers of employment for those trained are proof of interest and evidence of intent.

- Involvement of non-correctional personnel, such as VISTA or other volunteers and non-professional aides, can be as useful in institutions as in community-based corrections. Augmentation of institutional staff by persons from the community with whom the inmate can identify appears to not only stimulate better motivation for vocational training but also to stimulate interest generally in educational, recreational and other self-improvement goals.

- Basic or remedial education and vocational talent materials, designed to develop vocational aptitudes, should be used concurrently with vocational training to reach those inmates whose severe academic deficiencies and limited aptitudes would normally exclude them from participation in vocational training under the usual institutional selection processes.

- A continuous dialogue and relationship between the institution and business, industry, governmental agencies and the media is of crucial importance to the development of a vital institutional training program.

- Continuous, deliberate efforts should be made to shift vocational program emphasis away from institutional needs. It was our observation that the success and effectiveness of correctional institutional training programs is in no small way related to the extent to which program design and implementation can be removed from the pressures and demands of institutional maintenance operations.

- Work release and training furlough, not yet open to Youth Act cases, are essential to continued meaningful training beyond that possible in an institutional training program. Precedents exist for extention of these programs to youthful offenders in the work release and training furlough programs now in operation for Youth Corrections Act cases at the Petersburg, Danbury and Ashland Federal Youth Institutions.

- Graduates of a vocational training program who remain in the institution should be utilized on a selected basis as "lead men" to provide assistance and support to beginning trainees.

- Development of an effective vocational training program requires the strong support of correctional management. Assuming the recognition of the importance of vocational training as a rehabilitative tool, the institutional administrator must assure that inmate training is not subordinated to the productivity of the system or to the purpose of maintaining the institution.

- Where training is developed as an integral part of production-oriented activities of the institution, priorities governing the relationship of training to production should be clearly established and should be consistent with the goals and objectives of the correctional system.

- Promises or offers of assistance from business or other outside interests should be carefully evaluated in relation to their ability to keep any commitments which might be made.

VIII. EMPLOYMENT

A. Job Development

1. Overview

The project's employment assistance component became operational in early August 1966. Since at that time none of the trainees were available for employment, most staff activity in this area was directed toward job development in preparation for the completion of first-cycle training in late December. Valuable experience was gained by contacting men who had been released from the institution in the three months prior to our arrival and offering them job placement assistance. A total of 55 men were served in this way, 32 of whom were actually placed.

Other activities which were an integral part of our employment assistance from the beginning, and which continued for the duration of the contract, were liaison with existing community organizations and systematic job development in both private and government sectors of the employment market. Specific attention was given to those employers whose personnel needs coincided with the vocational training program.

Much time and energy was devoted toward job development where subsequent placement did not take place. In our efforts to provide the men access to an occupational strata affording a fair market return for their skills, we often decided against placement in already-developed jobs where it was evident that appropriate remuneration was not forthcoming. In other cases, positions were left unfilled because of restrictions against individuals with lengthy police records or certain types of offenses; because travel to the job was prohibitively costly and time consuming; or, in some instances, because individuals did not qualify for the positions available. Most frustrating was our inability to fill some jobs as quickly as the employers desired, although many qualified trainees were available and awaiting parole review dates at the Youth Center. This problem of uncertainty of release dates, coupled with a relatively short reaction time demanded by most prospective employers, made it extremely difficult to have jobs available for every trainee on the day he was released.

Unfortunately, some positions were also lost due to the lack of consideration of a few men who decided not to honor scheduled interviews with prospective employers. Discussion with these men later revealed that most of them simply felt inadequate to handle an interview situation on their own and would only keep appointments if accompanied by a staff member. Some, however, were preoccupied with pleasurable pursuits and evidenced a general lack of motivation to be steadily employed.

By August 31, 1967, the project's job development staff had contacted several hundred potential employers and developed approximately 150 training-related positions, 120 of which were subsequently filled.[1] More than 80 percent of the jobs developed were with private industry; the remainder were government positions, including most of the jobs left vacant. Many men who had obtained Civil Service or Wage Board ratings and had received inquiries from government agencies as to availability were still at the Youth Center at the end of the project.

Following are details of job development activities and problems encountered during the contract period.

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[1] Not all placements were training-related, however, as individuals from one training area sometimes preferred placement in a job related to another vocational area for which they also qualified.

2. Community Liaison

Community liaison was carried out with the objective of establishing lines of communication between the project and established public and private organizations with job placement capabilities. These included: the Youth Division of the U.S. Employment Service, the USES Apprenticeship Training Office, the Employment Counseling Service of the U.S. Court, the U.S. Probation Office, the D.C. Department of Corrections, the Pre-Release Guidance Center, the United Planning Organization, Neighborhood Youth Centers, the Roving Leaders Conference, the Opportunities Industrialization Center, the D.C. Recreation Department, the Urban League, the Civil Service Commission and the Department of the Army, as well as various civic organizations (including some established by ex-inmates) dealing specifically with the problem of employment for offenders. Through meetings with representatives of these groups, good relationships were established for the purposes of job referral and exchange of other employment information. This system resulted in increased opportunities for job applicants while eliminating costly and time-consuming duplication of services.

3. Private Industry

During the first several months of job development among non-governmental metropolitan area employers, certain characteristics of the local employment market became evident. We discovered that many of the larger employers had been approached several times previously by other job developers, and some evidenced a feeling of resentment toward the pressures being placed upon them to hire persons with criminal records.

Many employers had the idea we were dealing with adolescent first-offenders and became reluctant to cooperate after learning the age and nature of offenses of the individuals with whom we were concerned. On the other hand, many small businessmen needed employees and were willing to consider former inmates. Smaller businesses generally offered higher starting salaries and were more likely to accept a man with a record, for a semi-skilled or apprenticeship-level position.

A difficult task in dealing with prospective employers was to overcome the general tendency to stereotype ex-inmates. A successful approach to this hurdle was to emphasize an individual's skill development through vocational training. It was our experience that most employers considered skills first and other factors second.

4. Government

Encouraged by recent changes in Civil Service Commission policy regarding federal employment of individuals with criminal records, we made a concerted effort to develop jobs for our trainees in government service. We soon discovered, however, that individual agencies were reluctant to abandon established personnel policies concerning the ex-offender. Here, rather than selling specific individual skills, we had to place primary emphasis upon selling the impact of our total program, particularly follow-up, on an individual's post-release work performance and attitudes.

Personnel officers from several agencies and departments were invited to the Youth Center for an orientation and tour of our training areas. After first-hand contact with the institutional setting, the trainees, and NCCY's Project Challenge program, almost all agreed to do what they could to find positions for our trainees on the basis of Civil Service qualifications without regard to criminal history. The Department of the Army was particularly impressed with our Clerical and Sales course and offered to supply any equipment needed if this area of training were expanded in the future.

Reactions such as these were a tremendous boost in morale for the trainees as well as the project staff. Many of the trainees worked harder and more conscientiously on the basis of the assurance that government service was a possibility. The fact that these persons were interested enough to involve themselves with the concerns of the inmate caused the trainees to feel less cut off from legitimate sources of employment and social progress.

At the project staff's invitation, Civil Service Commission representatives administered the unassembled Maintenance and Service Worker examination and the Clerk-Typist examination to more than 80 trainees at the Center during the contract period. More than 70 percent of the men who were tested qualified and received Wage Board ratings as service and maintenance workers or GS ratings as clerk-typists. Almost all had formerly thought that government service was, for them, an impossibility.

Another first in government job development was achieved when approval was received from the director of personnel of the Army-Air Force Exchange System authorizing the employment of ex-inmates at post exchange facilities in the Military District of Washington (see Appendix F). This authorization opened up opportunities for many well-paying jobs, not only in post exchanges but with civilian contractors performing work on military installations who were previously prohibited from hiring individuals with criminal records.

By the spring of 1967, job development with the Federal and District of Columbia Governments was progressing smoothly. In June, however, with schools recessed and with concentrated Administration interest in the summer employment of youths, almost all available government jobs were filled. Placements of trainees released during the summer months were virtually all with private employers not under pressure to hire District of Columbia out-of-school youth. The contacts and groundwork having been laid, however, it is hoped that the Department of Corrections will keep the avenues to employment in government service open, now that they have assumed responsibility for the project's training and job placement operations.

Unfortunately, indications at this writing are that they will not. The department has made the decision to discontinue Clerical and Sales training at the Center, despite the fact that the course was the most fruitful one from the standpoint of government employment and career service. Personnel directors from every agency contacted indicated that such training helped alleviate a crucial manpower shortage.

5. Fidelity Bonding Program

The U.S. Department of Labor sponsors a fidelity bonding program which provides individual bonding for offenders and others who, though employable, are unable to be certified by commercial bonding agencies because of questionable backgrounds. Anticipating that employers would not ordinarily be willing to give a "high risk" person a job without the assurance that a bond provides, all project job development staff were prepared to discuss the bonding program in detail with prospective employers.

Surprisingly, relatively few of the several hundred employers contacted during the project raised the question of bonding. When it did arise, it was in relation to positions requiring services in private dwellings and those which were termed "sensitive" positions by employers: maintenance workers, clerk-typists and painters. There were hardly any bonding requirements for welders, food service personnel, auto mechanics or barbers. Even in those cases where employers raised the question of bonding, in almost every case, the fact that the Federal Government was ready to back the employee was enough assurance to the employer that he was not taking an unreasonable risk by hiring a former inmate. In only nine instances was there a need to actually bond released trainees placed by the project. Nevertheless, the existence of the bonding program was a valuable tool to increase the employability of the ex-inmate, as it opened many doors to employment which would otherwise have remained closed.

B. Job Placement

1. Overview

As mentioned earlier in this chapter, during the period between July and December 1966, job placement services were offered to 55 men released from the Youth Center who had not participated in the Project Challenge program. Some of the placement problems encountered with this group were the result of their not having had vocational training. The majority had, however, been involved in the previous MDT training program, a circumstance that facilitated placement and enabled our employment staff to gain valuable experience in selling vocational competence to prospective employers.

Many difficulties that arose during this period were similar to those we would subsequently face with our own trainees. For example, we discovered early the unwillingness of many men to accept employment outside the Washington, D.C. city limits. The reasons given most frequently for this reluctance were the difficulty and/or expense of transportation and a personal conception of prevalent racial discrimination in the suburbs. We also learned that a major problem in job placement was getting the individual to adjust to a regular working schedule of eight hours a day, five or six days per week. As a result of these experiences, the above problems were given heavy emphasis in the vocational and general counseling sessions for Project Challenge trainees.

Unrealistic expectations of earnings was a particular problem among our own trainees. While the men took justifiable pride in their training accomplishments, they sometimes failed to realize that in most jobs they had to start at the apprenticeship level and work up to the salary scale of individuals fully qualified in the trade. Consequently, many were disillusioned when they found that they could command average starting salaries of only $1.50 per hour with most employers. Admittedly, our placement success also added to this situation, as some of the jobs developed for our trainees resulted in starting salaries of $1.75 to $2.25 per hour. (See salary chart p. 89)

Salary policies among private businesses in the Washington area were fairly standard. This situation affected our job placement efforts. First, as a result of increased self-confidence and identity with a specific trade, trainees expressed a marked preference for higher-salaried government employment, even if initially placed with a private firm; and secondly, trainees in low-salaried positions evidenced a high degree of turnover in their jobs. Trainees also expressed a surprising interest in job factors other than pay; we had to search out those employers who not only paid well but also offered advancement and attractive fringe benefits.

When we approached an employer for placement, documentation (course outlines, instructors' appraisals, etc.) supporting an applicant's ability to meet the criteria established during the initial job development contact was presented. If a strong case was made for the applicant's skills, his record was frequently given only secondary consideration or disregarded altogether.

While prospective employers tended to be enthusiastic about the program during the presentation by the job development counselor, this by no means assured subsequent placement of our trainees. For example, when an individual was accepted for the developed position during a pre-release interview but was not available immediately, often the employer would give the job to an available applicant. The fact that release dates for our trainees were almost impossible to anticipate accurately remained a chronic handicap to job placement as well as to development throughout the contract period.

It was relatively more difficult for trainees released between June and August 1967 to find employment immediately upon release because of concentrated Administration pressure on private and government employers to give preference in hiring to District of Columbia high school students during the summer recess. Trainees who left jobs during this period also found it difficult to obtain new employment.

Despite these difficulties, the project's job placement component was very successful and earned a reputation of its own in the community. Individuals who had no prior contact with NCCY, nor any connection with penal institutions in the area, came to the downtown office to ask for job placement assistance. On other occasions, probation and parole officers referred men in their caseloads to the project for employment consideration.

During the project's 14-month operation, the job development staff effected 120 placements, of which 80 were first and subsequent placements of 64 project trainees and

40 were placements of individuals not connected with the project. Approximately 72 percent of the initial placements of Project Challenge trainees were in training-related jobs. The major problems encountered in accomplishing the early training-related placements are discussed in the following section. Subsequent placements were facilitated by our experiences with and adjustment to these problems.

2. Initial Job Placement by Training Area

The following chart presents a summary of initial placement data on the 69 Project Challenge trainees released from the Youth Center through August 31, 1967, by training area:

Training Area	Total Trainees Released	Total Trainees Placed	First Job	
			Training -Related	Non-Training Related
Automotive	14	14	8	6
Barbering	7	7	5	2
Maintenance	10	8	8	--
Clerical	10	8	7*	1
Food Services	10	10	10	--
Painting	9	9	4	5
Welding	9	8	4	4
All Areas	69	64**	(46) 64	(18)

a. Automotive Services--One problem stood out above all others with regard to the training-related placement of Project Challenge automotive trainees: the inability of some of our automotive graduates to obtain driver's licenses upon release. Several men were refused a license by the Department of Motor Vehicles because of possession of a felony record, but even in cases where an appeal hearing was granted and letters of approval submitted by parole authorities, there were few instances in which licenses were subsequently granted. Faced with this situation, some men settled for minor positions at gasoline stations in hopes of advancement if licensed later; others chose maintenance work unrelated to training, warehouse work and other unskilled jobs.

An apprenticeship training program conducted through the U.S. Employment Service, out of the reach of most of our trainees because of a tenth-grade educational requirement, also affected placement activities in this area. Large automobile dealers gave precedence to hiring participants in the USES program because employers of these individuals were financially subsidized by the government.

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* Includes one Clerical and Sales trainee whom the project assisted in returning to his former status in the U.S. Air Force upon release.

** Five of the 69 released trainees were not placed: one because he was re-incarcerated shortly after release; two men because they declined offers of employment assistance; one man who left the metropolitan area after release; and one man, released in mid-August, who was still seeking placement at the end of the month.

Fourteen automotive trainees had been released during the contract period. Of this number, eight were placed in training-related jobs, including several who were limited to minor automotive services work because they were unable to obtain driver's licenses. In addition, six men were placed in non-training-related jobs; three of them because positions outside the field offered higher salaries and three for lack of driver's licenses.

b. Barbering--Since Barbering trainees underwent certification by the District of Columbia's Board of Barber Examiners prior to or shortly after release, an individual's trade proficiency, made explicit by possession of an apprentice license, usually obviated any concern for his criminal background by a prospective employer. However, inherent difficulties to becoming established in this trade area affected the trainees' willingness or ability to accept training-related employment immediately after release.

The first obstacle that confronted the apprentice was the general requirement that he have his own barbering implements, the cost of which ranged from $80 to $100. Most barber shop owners were willing to rent or advance the cost of tools to a new employee and deduct payments from the individual's weekly pay, but the feasibility of this solution for the newly released trainee was tempered by a second problem--a prognosis of low initial earnings.

A barber's salary consists of a fixed commission (usually 70 percent) on his weekly gross business and is dependent on his ability to develop a steady, personal clientele. This takes skill, personality--and time. In the interim, the beginning barber is likely to have disappointingly low earnings, not infrequently as low as $30 per week. Knowing this, some of the released trainees chose initial placements in non-training-related jobs with fixed incomes and hours which permitted the individual to work part-time at barbering until a regular clientele had been established and the cost of trade tools earned. Even those who chose full-time barbering positions for their first placements found it necessary to take part-time, non-training-related work during their first several months of becoming established in the trade.

Of the seven Barbering trainees released as of August 31, 1967, five were placed initially in training-related jobs and two in non-training-related positions. All but one, however, practiced barbering on either a full-time or part-time basis for the whole of their time in the employment market during the contract period.

c. Building Service and Maintenance--Although the project was able to take advantage of the many opportunities for building service and maintenance work in the Washington metropolitan area, several problems were encountered in effecting the utilization of released trainees in particular jobs.

One problem had to do with the trainees' criminal records. Contacts with personnel officers in many of the city's hotels and large apartment buildings revealed a general reluctance to consider hiring men with arrest records, particularly those with a history of housebreaking and larceny. The Department of Labor's bonding program was of little help in these cases, since the majority of employers maintained that "company policy" required coverage of employees by the firm's own blanket bonding policy. It should be noted here that of those trainees who were accepted for work in apartments or hotels, or who had access to private residences as a circumstance of their employment, none committed any type of offense as a result of that position.

Another problem had to do with the U.S. Civil Service Commission rating system. Although the Civil Service examination for Service and Maintenance Workers was administered to the trainees at the Youth Center and 40 men received ratings on that register, most of the scores received were not high enough for immediate placement in government positions. One reason for this situation was the dependence upon previous work history as the primary factor in the rating system; most of the trainees were without stable pre-incarceration employment records. However, by virtue of a 700-hour temporary appointment procedure, several trainees were able to obtain government jobs without being chosen from the register. Once on a temporary appointment, and prior to the end of the 700-hour period, a man could again take the written examination, receive a higher score because of his recent employment and be retained on the basis of a higher eligibility rating. Of the 10 service and maintenance graduates released during the contract period, eight were placed in training-related jobs. One of the remaining men was re-incarcerated before placement could be effected and the other man, who was released in mid-August, had not yet been placed by the end of the month.

d. Clerical and Sales--Thanks to the cooperation of the Civil Service Commission, which, on several occasions, administered examinations to Clerical and Sales trainees at the Youth Center, some of the trainees from this vocational area had GS ratings when released and were able to obtain clerical positions with government agencies. Training-related placements with private industry, however, were hard to achieve. Few private firms were interested in male clerk-typists and sales positions usually required the applicant to have previous experience.

Clerical and Sales trainees released between May and August 1967 were restricted in their opportunities for government employment because of a Presidential directive that government agencies fill vacancies with District of Columbia out-of-school youths during the summer months.

Of the 10 Clerical and Sales trainees released from the Youth Center during the contract period, eight were placed: five in clerical positions, two as salesmen, and one man whom the project assisted in returning to his former status in the U.S. Air Force. The remaining two releasees declined repeated offers to employment assistance by project staff.

e. Food Services--While it was not difficult to obtain training-related employment for releasees from this vocational area, developing jobs equal to the trainees' level of proficiency was a continuous problem for the project's employment staff. Even when apprentice cook positions with hotels or large restaurants were available (the type of work for which the men were specifically trained), salaries were usually so inadequate that trainees often preferred higher-paying "grill-man" jobs in luncheonettes and diners. Because the project's Food Services training facilities were not such that trainees could be conditioned to the high-pressure, demand production characteristics of the latter type jobs, most trainees who entered them evidenced a high degree of employment turnover.

Of the 10 Food Services trainees released during the contract period, all were initially placed in training-related positions.

f. Interior-Exterior Painting--Three obstacles to effecting training-related placements in this trade area were: (1) "closed" union apprenticeship programs; (2) the seasonal nature of most of the work; and (3) few jobs available within the District of Columbia.

Project efforts to gain acceptance of released painting trainees into local union apprenticeship programs were unsuccessful and employment emphasis was consequently placed on developing jobs with non-union sub-contractors. Unfortunately, most of the latter work was located in outlying suburban areas and an unshakable reluctance to accept a job outside of the District of Columbia cuased some of the trainees to choose non-training-related, but more convenient, jobs in the downtown Washington area.

Trainees released during the winter months had more difficulty than others in finding placement as little hiring was done in the winter and interior painting assignments were usually reserved for the contractor's more experienced and older employees.

Of the nine painting trainees released during the reporting period, all were placed: four in training-related jobs and five in non-training-related jobs.

g. Welding--Because of the interest expressed in the project's Welding training by local industry, training-related placement was virtually assured for as many trainees as were released, and at salaries ranging from $1.80 to $2.25 per hour. Almost all of these jobs, however, were located outside of the Washington metropolitan area and, despite adequate salaries, the men simply could not sustain an interest in working outside of the city limits. Assuming that the factor of costly and time-consuming transportation was the major reason for this reluctance, one employer offered to allow the men several hours of overtime work per week to substantially boost the size of their paychecks. This still proved unsatisfactory as the trainees were unwilling to change their short-sighted attitude toward leaving the District of Columbia to work. Those who did attempt to hold jobs outside of the District evidenced a high rate of employment turnover.

Alternative employment opportunities within the city were very scarce and the few available positions were primarily for highly skilled and experienced welders. Some jobs were also unattainable because of the requirement that the men have a driver's license to be able to drive a welding rig to various contracting sites in the city. As with automotive trainees, felony records also hampered the efforts of welding trainees to obtain driver's licenses and thus qualify for training-related jobs.

Of the nine welders released from the Youth Center during the contract period, eight were placed: four in training-related jobs and four in non-training-related jobs.

C. Employment Characteristics of Released Trainees

1. Employment Rate

Sixty-four of the 69 trainees released during the contract period were employed at least once after release. Three others declined offers of employment assistance by the project's job placement staff; one man, released in mid-August 1967, was placed subsequent to the cut-off date for employment data; and the status of a fifth man, who left the Washington area immediately after release, is unknown.

Employment rates for released Project Challenge trainees, computed for the last day of each month of the contract period, ranged from a high of 92 percent in February 1967 to a low during the month of July of 75 percent. Unemployment among released trainees was highest during the summer months of 1967 due to heavy employment competition with vacationing students.

The Project Challenge employment rate as of August 31, 1967 was 84 percent, a 9.0 percent increase over the preceding month. The following chart lists trainee employment rates on the last day of each month of the contract period during which trainees were available in the labor market:

	- 1966 -			- 1967 -							
	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.
Trainees Available*	3	4	13	23	24	28	27	30	37	41	50
Trainees Employed	3	3	11	20	22	25	23	25	33	31	42
Employment Rate	100%	75%	85%	87%	92%	89%	85%	83%	89%	75%	84%

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* Does not include one trainee whose status is unknown nor trainees who have been returned to incarceration.

2. Training-Related Employment

Of the 64 project trainees who were employed after release, 46 (72 percent) were placed in training-related jobs and 18 (28 percent) in non-training-related positions. Despite a high incidence of job mobility among released trainees during the contract period, there was no significant change in the ratio of training-related to non-training related employment at the end of the contract period. As of August 31, 1967, 28 (66 percent) of the 42 employed trainees at that time were in training-related positions.

As noted in the Job Placement section of this chapter, painters and welders encountered the greatest difficulties in finding and holding training-related employment. Only two of the 14 painting and welding trainees who were available for employment at the end of August held training-related jobs. The following table presents a summary of the employment data on released trainees contained in the Situation Chart at the end of this chapter, by training area and category of employment:

Training Area	* Total Men Placed	** Initial Placement		Status as of 8/31/67				
				Employed		Unem-ployed	Unknown	Jail
		TR	NTR	TR	NTR			
Automotive	14	8	6	6	1	2	--	5
Barbering	7	5	2	4	2	--	--	1
Maintenance	8	8	--	5	--	1	--	4
Clerical	8	7	1	6	--	2	--	2
Food Services	10	10	--	5	2	--	--	3
Painting	9	4	5	1	4	3	--	1
Welding	8	4	4	1	5	--	1	2
All Areas	64	(46) 64	(18)	(28) 42	(14)	8	1	18

3. Salary Levels

The average first job salary for all released trainees was $70.65 per week, but was generally substantially higher for men in training-related positions than for men in non-training-related jobs. In the case of automotive trainees on first jobs, however, the opposite was true. This inconsistency was due to the fact that mechanic's helper and apprentice mechanic positions were initially lower paying than many of the building maintenance jobs which some of the automotive trainees chose because of the placement difficulties described earlier in this chapter.

The average salary for all trainees had increased to $81 per week between the time of first placement and their status as of August 31, 1967. The greatest gains were registered by those men who remained in training-related employment, whether or not they had changed jobs during the contract period. Food Services personnel in training-related jobs at the end of the contract period had the highest average weekly salary ($104.24) and welders in non-training-related positions had the lowest ($63.20).

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* See table, pg. 84. Of 69 trainees released, only 64 were placed.

** TR = Training-Related Job/NTR = Non-Training-Related Job.

The following chart lists the average weekly salaries on first post-release jobs and salaries as of August 31, 1967 for released trainees, by vocational area and category of employment:

Training Area	Men on First Job* TR	NTR	Average Salary First Job TR	NTR	Men Employed 8/31/67 TR	NTR	Average Salary 8/31/67 TR	NTR
Automotive	8	6	$67.17	$74.66	6	1	$90.83	$70.00
Barbering	5	2	60.00	58.00	4	2	78.75	79.00
Maintenance	8	0	67.50	--	5	0	68.00	--
Clerical	7	1	82.16	50.00	6	0	90.00	--
Food Services	10	0	76.86	--	5	2	104.24	77.00
Painting	4	5	72.50	65.96	1	4	80.00	72.70
Welding	4	4	78.00	66.50	1	5	72.00	63.20
All Areas	(46) 64	(18)	(72.02) $70.65	(67.21)	(28) 42	(14)	(86.18) $81.00	(70.62)

4. Employment Stability

a. Percent of Time Employed--The 64 trainees who held at least one job after release were employed for an average of 84 percent of their time in the labor market. By training area, barbers were employed for the highest percentage of their time in the labor market (94 percent), followed by clerical trainees (94 percent), welders (86 percent), cooks (86 percent), building maintenance trainees (81 percent) and automotive trainees (79 percent). Reflecting the seasonal character of their employment market, painters were employed for the least amount (62 percent) of their available time in the labor market.

The following chart lists the average percent of time employed while in the labor market for released trainees and the proportion spent on training-and non-training-related jobs, by vocational area:

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* TR = Training-Related Job
NTR = Non-Training Related Job

Training Area	Trainees Employed after Release	Percent of Available Time Employed*		
		Total	TR Jobs	NTR Jobs
Automotive	14	79%	51%	28%
Barbering	7	94%	77%	17%
Maintenance	8	81%	81%	--
Clerical	8	94%	90%	4%
Food Services	10	86%	67%	19%
Painting	9	62%	21%	41%
Welding	8	86%	36%	50%
All Areas	64	84%	60%	24%

b. Duration of First Post-Release Employment--Released trainees spent an average of 8.2 weeks or 70 percent of their total employment time during the contract period on their first jobs. Men in training-related jobs tended to remain at their first jobs for a longer period than those initially placed in non-training-related positions. In the following table, however, the percentage of time spent in first post-release jobs is slightly higher overall for men in non-training-related positions. This inconsistency is due to the fact that most of the men from the welding and painting trade areas whose first jobs were non-training-related were released during August 1967 (see Situation Chart, this chapter) and reflect a distorted percentage of employment time spent in first jobs by the end of the month--the cut-off date for employment data.

On the other hand, painters and welders whose first jobs were training-related did evidence the lowest percentage of time in first jobs among released trainees. This was due primarily to the relatively high incidence of employment turnover among painters and welders in training-related jobs. As noted in the Job Placement section of this chapter, almost all of the training-related employment in these vocational areas was located in outlying suburban areas of the District of Columbia--an inconvenience to which few of the men were willing to adjust. Also, most painting jobs were temporary positions with non-union sub-contractors and were characterized by lay-offs during the winter months.

Clerical trainees in training-related jobs spent the greatest average percentage of employment time in first jobs--87 percent or 13.8 weeks--probably due to the greater holding value of government jobs in which most of these trainees were initially placed.

The table below lists the average number of weeks and the average percentage of total employment time spent by trainees on their first job, by vocational area and category of employment:

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* TR = Training-Related Job
NTR = Non-Training-Related Job

Training Area	Trainees Placed*		Average Duration of First Post-Release Job			
			Training Related		Non-Training Related	
	TR	NTR	Weeks	% of Time	Weeks	% of Time
Automotive	8	6	6.4	70%	8.7	71%
Barbering	5	2	9.2	72%	5.0	21%
Maintenance	8	--	9.8	85%	--	--
Clerical	7	1	13.8	87%	1.0	33%
Food Services	10	--	13.7	61%	--	--
Painting	4	5	3.6	43%	3.2	87%
Welding	4	4	4.3	45%	3.0	100%
All Areas	(46) 64	(18)	9.5	69%	5.1	74%

c. Number of Post-Release Jobs per Trainee--The 64 (of 69) released Project Challenge trainees who were employed at least once during the contract period had held a total of 120 jobs as of August 31, 1967--an average of 1.9 jobs per man. The highest average number of jobs per man was held by Barbering trainees (2.8); the lowest by Clerical and Sales trainees (1.3).

The relative stability of the clerical group was probably due to the fact that four of them, on the basis of a Civil Service rating obtained while at the Center, were placed in secure, well-paying clerk-typist positions with government agencies.

On the other end of the scale, barbers usually sought second jobs to supplement their income from barbering until a regular clientele could be established and often changed their secondary (non-training-related) employment to suit changing work schedules on their barbering jobs.

The following chart lists the total number of post-release jobs held by released trainees and the average number of jobs per man, by vocational area:

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* TR = Training-Related Job
NTR = Non-Training-Related Job

Training Area	Trainees Employed after Release	Total Jobs Held	Average No. of Jobs per Man
Automotive	14	28	2.0
Barbering	7	20	2.8
Maintenance	8	13	1.6
Clerical	8	10	1.3
Food Services	10	16	1.6
Painting	9	21	2.3
Welding	8	12	1.5
All Areas	64	120	1.9

D. Situation Chart on Released Trainees: August 31, 1967

Name	Age at Release	Training Area	Percent of Course Completed	Date of Release	Jobs Held since Release			Status as of 8/31/67
					Total	Training Related	Non-Training Related	
P.S.	18	Automotive	27%	10/66	6	2nd-4th	1st, 5th, 6th	Unemployed
R.B.	19	Automotive	38%	10/66	1	--	1st	Jail--arrested 2/20/67 (carrying a deadly weapon)
V.B.	24	Painting	40%	10/66	2	2nd	1st	Unemployed
A.H.	22	Automotive	80%	11/66	2	1st,2nd	--	Jail--arrested 8/22/67 (robbery)
K.H.	23	Barbering	Graduated	11/66	6	1st	2nd-6th	Employed
F.H.	20	Food Services	76%	11/66	1	1st	--	Employed
D.L.	21	Food Services	Graduated	12/66	1	1st	--	Employed
F.H.	25	Clerical	73%	12/66	1	1st	--	Employed
C.B.	22	Painting	Graduated	12/66	2	2nd	1st	Jail--arrested 1/67 (unauthorized use of vehicle)
M.J.	21	Food Services	Graduated	12/66	1	1st	--	Employed
W.H.	21	Automotive	Graduated	12/66	1	--	1st	Jail--arrested 6/67 (housebreaking)
J.H.	18	Painting	67%	12/66	3	--	1st-3rd	Employed
L.S.	21	Maintenance	Graduated	12/66	1	1st	--	Jail--arrested 8/67 (narcotics)
M.J.	22	Painting	Graduated	12/66	4	1st, 3rd & 4th	2nd	Employed
L.P.	21	Automotive	Graduated	1/67	3	1st-3rd	--	Employed

Situation Chart on Released Trainees: (Cont'd)

Name	Age at Release	Training Area	Percent of Course Completed	Date of Release	Jobs Held since Release			Status as of 8/31/67
					Total	Training Related	Non-Training Related	
J.F.	22	Automotive	Graduated	1/67	4	1st-2nd & 4th	3rd	Employed
G.H.	22	Automotive	Graduated	1/67	3	3rd	1st, 2nd	Employed
W.P.	21	Barbering	Graduated	1/67	5	1st, 4th & 5th	2nd, 3rd	Employed
D.W.	22	Barbering	Graduated	1/67	4	2nd, 3rd	1st, 4th	Employed
M.V.	19	Maintenance	Graduated	1/67	2	1st, 2nd	--	Youth Center--returned for parole violation.
R.E.	26	Food Services	Graduated	1/67	2	1st	2nd	Jail--arrested 8/15/67 (housebreaking)
M.S.	20	Clerical	83%	1/67	2	1st, 2nd	--	Jail--arrested 4/27/67 (unauthorized use of vehicle)
H.L.	21	Painting	84%	1/67	2	1st, 2nd	--	Unemployed
F.C.	21	Welding	Graduated	1/67	2	1st, 2nd	--	Youth Center--parole violator
W.W.	24	Welding	Graduated	1/67	--	Left D.C. area after release		Unknown (living in New York City)
B.T.	20	Maintenance	Graduated	1/67	--	Incarcerated 6 hours after release		Youth Center--arrested 1/67 (UUV)
J.S.	21	Automotive	Graduated	2/67	1	--	1st	Jail--arrested 5/10/67 (assault)
V.L.	21	Barbering	Graduated	2/67	1	1st	--	Jail--arrested 3/20/67 (assault)

Situation Chart on Released Trainees: (Cont'd)

Name	Age at Release	Training Area	Percent of Course Completed	Date of Release	Jobs Held since Release			Status as of 8/31/67
					Total	Training Related	Non-Training Related	
L.G.	22	Welding	Graduated	2/67	2	1st, 2nd	--	Youth Center--parole violator
C.J.	19	Automotive	21%	2/67	1	--	1st	Unemployed
S.P.	19	Maintenance	Graduated	3/67	1	1st	--	Youth Center--90-day misdemeanor sentence
J.T.	22	Maintenance	Graduated	3/67	2	1st, 2nd	--	Employed
P.W.	23	Food Services	Graduated	3/67	1	1st	--	Jail--arrested 5/10/67 (assault)
H.W.	20	Painting	Graduated	3/67	4	1st, 3rd	2nd, 4th	Employed
J.M.	19	Welding	61%	3/67	3	1st	2nd, 3rd	Employed
M.B.	20	Food Services	40%	3/67	2	1st	2nd	Employed
A.W.	22	Barbering	Graduated	4/67	2	2nd	1st	Employed
C.F.	20	Barbering	Graduated	5/67	1	1st	--	Employed
B.R.	24	Clerical	65%	5/67	1	1st	--	Employed
J.D.	20	Automotive	Graduated	5/67	1	1st	--	Jail--arrested 8/28/67 (parole violator)
A.W.	19	Automotive	Graduated	5/67	2	1st	2nd	Employed
S.W.	22	Clerical	Graduated	5/67	1	1st	--	Employed
R.T.	21	Clerical	Graduated	5/67	1	1st (USAF)		Jail--arrested 5/27/67 (robbery)
E.C.	24	Maintenance	Graduated	6/67	1	1st	--	Employed

Situation Chart on Released Trainees: (Cont'd)

Name	Age at Release	Training Area	Percent of Course Completed	Date of Release	Jobs Held since Release			Status as of 8/31/67
					Total	Training Related	Non-Training Related	
J.C.	22	Maintenance	Graduated	6/67	3	1st, 3rd	--	Employed
D.H.	20	Food Services	Graduated	6/67	2	1st, 2nd	--	Youth Center--parole violation
T.H.	22	Clerical	Graduated	6/67	--	--	--	Unemployed
E.L.	20	Welding	Graduated	6/67	1	1st	--	Employed
J.M.	23	Food Services	Graduated	6/67	3	1st, 2nd	3rd	Employed
J.M.	22	Maintenance	Graduated	6/67	2	1st, 2nd	--	Employed
E.R.	22	Food Services	Graduated	6/67	1	1st	--	Employed
R.T.	24	Welding	Graduated	6/67	1	--	1st	Employed
D.W.	20	Clerical	Graduated	6/67	--	--	--	Unemployed
A.W.	23	Clerical	Graduated	6/67	1	1st	--	Employed
L.S.	21	Automotive	20%	6/67	1	1st	--	Employed
C.C.	23	Food Services	Graduated	7/67	2	1st, 2nd	--	Employed
G.F.	23	Automotive	Graduated	7/67	1	1st	--	Employed
T.W.	22	Barbering	Graduated	7/67	1	1st	--	Employed
T.E.	22	Maintenance	Graduated	7/67	1	1st	--	Employed
W.P.	22	Maintenance	Graduated	8/67	--	--	--	Unemployed
R.P.	19	Welding	Graduated	8/67	1	--	1st	Employed
T.F.	20	Painting	Graduated	8/67	1	1st	--	Unemployed

Situation Chart on Released Trainees: (Cont'd)

Name	Age at Release	Training Area	Percent of Course Completed	Date of Release	Jobs Held since Release			Status as of 8/31/67
					Total	Training Related	Non-Training Related	
G.B.	24	Clerical	Graduated	8/67	1	--	1st	Employed
G.B.	21	Painting	Graduated	8/67	1	--	1st	Employed
D.L.	19	Painting	Graduated	8/67	1	--	1st	Employed
R.B.	21	Welding	Graduated	8/67	1	--	1st	Employed
W.S.	22	Clerical	Graduated	8/67	2	2nd	1st	Employed
R.B.	22	Welding	Graduated	8/67	1	--	1st	Employed
T.C.	22	Automotive	80%	8/67	1	1st	--	Employed

E. Recommendations and Observations

- Increased effort and attention should be directed toward involving trade union representation on advisory committees to institutional training and community-based rehabilitation programs. Such involvement would serve to stimulate development of these programs in keeping with union requirements and increase the probability of acceptance of ex-offenders in apprenticeship programs.

- As an alternative to rejecting applications for training because of ineligibility for motor vehicle licensing, efforts should be made to structure a post-release program of restricted driving in accordance with employment requirements as part of the rehabilitation effort.

- Before placement, employment counselors must realistically evaluate each client's economic needs in relation to the adequacy of the entry level salary of a particular job and/or its prospects for short-range advancement and increased earnings.

- Job development and placement emphasis should reflect the considerable importance of client perception of status and prestige factors associated with various employers. Such factors are frequently as important, or more important, than salary in determining job satisfaction and employment stability.

- Involvement of local industry in the planning and development of institutional training programs leads to increased receptivity of employers to the hiring of released trainees.

- Post-release provision should be made for low-interest loans to purchase trade tools, equipment and licenses in trade areas which consider them prerequisites for skilled jobs.

- Emphasis on job conditioning, particularly exposure to stimulated employment interviewing conditions, must be made an integral part of any correctional vocational training program. Realism generated through such techniques as role playing and the periodic use of local employers as interviewers in classroom situations tends to diminish anxiety and allay the apprehension associated with job interviews.

Automotive Services:

- Provisions must be made for the post-release acquisition of motor vehicle licenses by graduates of this training area. Failure to do so renders meaningful placement almost impossible.

Barbering:

- Because a barber's wages are based on a percentage of his volume of business and his salary increases in proportion to his ability to attract a steady clientele, entry-level earnings for apprentice barbers tend to be lower than those in any other trade area. Placement staff should maintain close contact with these men to be supportive in tempering early frustrations and disappointment in earning power.

Building Maintenance:

- Because of high employee turnover and the increasing demand for service and maintenance personnel, this trade area has untapped potential for job engineering and development by placement officers.

Employers should be urged and counseled to restructure service and maintenance positions, with an upgrading of wages commensurate with the benefits which accrue from the utilization of more highly skilled employees.

Clerical and Sales:

- Emphasis should be placed on the development of employment opportunities in government service, with training geared to Civil Service requirements. It has been the project's experience that private industry is reluctant to hire male clerical personnel.

- Involvement of representatives of local retail sales companies in the development of a retail sales training program is an essential step toward increased employment opportunities in this field.

Food Services:

- Placement counselors should exercise caution in placing men who, because of personality factors, find it difficult to withstand the stress of work in a high-pressure production restaurant.

Painting:

- Increased emphasis should be placed on the opening of union apprenticeship programs to ex-offender trainees from institutional and community MDTA programs.

Welding:

- Employers should be encouraged to establish more positions for apprentice-level workers as well as to support the development of more advanced MDTA welding programs geared to meeting the increasing demand for highly skilled personnel in this field.

IX. FOLLOW-UP

A. Overview

1. General

The first several months following release from incarceration are the most crucial in determining post-release success or failure. The Project Challenge follow-up program was intended to provide intensive support to released trainees during this period in order to strengthen and reaffirm the confidence and self-assurance instilled through vocational training and counseling services in the institution. Efforts in this regard were geared to deal not only with the individual himself but with the total environment to which he returned, i.e., the employment market, his family, disruptive neighborhood circumstances, etc. Support for this orientation is stated by Lemar T. Empey in the publication, Alternatives to Incarceration:

> A successful program must act as a community change-agent and mechanisms must be built by which to accomplish this . . . It would be a tragic mistake to set up programs whose sole mission was that of providing therapy to the inmate. He constitutes only half the problem, the other is structural and related to existing arrangements, economic, social or otherwise, which make it difficult for the offender to be reintegrated into the community.[1]

We were not naive enough to harbor the conviction that our effect upon all the subtle factors operating to affect the men negatively would have such impact as to reverse their direction. However, by involvement of follow-up staff who were intimately involved in the neighborhoods where the men lived--in this case, VISTA volunteers--we hoped to neutralize, as much as possible, any adverse conditions.

The project's involvement in follow-up began upon the trainee's entry into the institutional program. We knew that our ultimate relationship with him would depend on our ability to continue meaningful contacts with him and his family after release. Directed toward this objective, during individual counseling sessions, we encouraged discussion of personal environmental situations which had bearing on the trainee's chances for successful adjustment to post-release life. We also provided an intensified period of pre-release conditioning in the two to four weeks before each man's release, which included job interviews, group sessions with parole officers, and a home visit to reduce feelings of estrangement.

Traditionally, the function of post-release parole services have been divorced from the institutional program, and vice versa. The result has been fragmentation of the rehabilitative effort, with the respective agencies operating in isolation of one another. Project Challenge attempted to bridge this gap by providing a program of follow-up assistance which was directly complementary to institutional activities. The project's singularly unique advantage in this respect was its involvement with the trainees both at the Youth Center and during the first several months after their release. The best follow-up results were invariably achieved in those cases where mutual understanding and trust between trainee and project staff members had been developed during the period of incarceration. Their intensive, non-authoritarian association with the men during confinement came to play a major role in our follow-up program.

Our counselors have stated that their lack of identity with the official "system" was their most important credential in working with the trainees after release. With authority status, they could have demanded that the men report at regular intervals to the project's field office in downtown Washington, thus attempting to assure an efficient data collection procedure.[1] On the other hand, this would almost surely have inhibited spontaneity and honesty among the trainees in relating to the counselors and volunteers. Lack of authority, however, enabled them to help the men cope with real problems which might not have been brought to the attention of an official supervisor (parole agent). Admittedly, the absence of an authoritative relationship allowed some men who so desired to avoid contact with the project, but most considered it an advantage to be able to discuss potentially damaging circumstances with someone they respected and who they knew had a personal interest in them. Many of these potentially serious problems go undetected by parole officers and are therefore not dealt with effectively. In many instances, we were able to help an individual see that he should relate certain situations to his parole officer whose primary function, we assured the man, was to assist his charges, not, as commonly supposed, to revoke their parole.

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[1] Empey, Lemar T., Studies in Delinquency: Alternatives to Incarceration, U.S. Department of Health, Education, and Welfare, Welfare Administration, Office of Juvenile Delinquency and Youth Development, 1967, p. 77.

Because of the nature of their relationships with the men, VISTAs and counselors developed an aversion to making follow-up contacts for the sake of information alone. Some felt that too regular a routine would tend to spoil the relationship and that overzealous or aggressive casework might be interpreted by the men as an unwarranted intrusion into their personal lives. In practice, they discovered that efforts to contact the men were only rarely considered an imposition by the latter. Although a few men were initially confused as to the project's community role, preferring to stay to themselves, they soon understood that our actions were an expression of interest in them as individuals.

2. Family Orientation

As it was often difficult to remain in close contact with trainees once they were released, the project's effectiveness in follow-up was greatly enhanced in those instances where the counselor was able to acquaint himself with a man's immediate family prior to his parole. During individual counseling sessions, the counselor was often requested to assist the inmate's parents, wife or children or to communicate with them regarding matters of importance to him. The counselor's willingness to aid the man in this meaningful way helped to cement his relationship with the trainee and simultaneously afforded him an opportunity to share with the man's family a sincere concern for his rehabilitation.

Our major purpose was to clarify for the families just what procedures and circumstances affected the trainees upon release, from an explanation of the Youth Corrections Act to the desired effects of Project Challenge training as regards successful employment and overall adjustment in the community. It became evident that the vast majority of the relatives had no idea about what was happening to the young men at the Youth Center.

Although the project's personal, rather than official, interest in the trainees' future was an entirely new experience for most of the families, we found that in the vast majority of cases they were very interested, responsive and appreciative of our efforts.

Early in the project, staff changes and a preoccupation with structured programs at the institution relegated this activity to secondary importance. Our experience in several early cases, however, indicated that such activities were imperative to any meaningful program of follow-up, and activities in this area were given emphasis during the second and third cycles. We found this to be an especially fruitful area for involvement of VISTA volunteers. This supportive area continued to receive constant attention during the lifetime of the program.

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[1] The project's trainee follow-up form is reproduced in Appendix E.

3. Employer Relations

The project's experience in follow-up confirmed the premise that the degree to which the community is aware of reform philosophy is directly related to the extent to which an individual will experience success in post-release adjustment.

One of the most valuable techniques for insuring at least the employment success of trainees was the project's continuous relationship with employers. In many instances, employers were found to have misconceptions and "adjustment" problems related to their having hired an "ex-inmate." The fact that a counselor or VISTA volunteer was readily available and could often clarify misunderstandings which may otherwise have had negative results was often effective in dealing with such circumstances. Most employers appreciated having a staff member to whom they could turn for advice and discussion of a worker's performance. In turn, the project found employer feedback invaluable to maintaining the pertinency of trade training and determining areas for counseling emphasis.[1]

In several cases, staff members were instrumental in salvaging individual positions, and, in so doing, engendered in the employers a confidence in the project's desire to follow through with its responsibilities. As a result, we were often able to rely on these employers for future placements, regardless of the outcome of an initial placement.

4. Cooperation with the United States Parole Office

More than 90 percent of the released Project Challenge trainees were supervised by the United States District Court probation staff. The chief probation officer was at first dubious about the project's role in assistance to the men after release. Ostensibly, the probation staff performed the same supportive activities for all their caseload as were outlined as a part of NCCY's systematic follow-up service for released project trainees. In practice, we found the line staff eager to have our follow-up services available as a complementary new source. The individual officers apparently recognized their limitations in dealing with large caseloads and routine administrative work, and project staff enjoyed a very good working relationship with the parole staff, to their and the trainees' mutual benefit.

The project staff did not usurp supervision but was often able to maintain close contact with the men, due largely to the unique non-authoritarian role of its staff. Several probation officers learned to depend upon the staff for effective job placement of men not connected with our program but for whom they felt we offered a valuable service. They were also requested by the supervising probation officer to make comments and recommendations on a probation office plan to devise pre-parole orientation programs for federal offenders. The project's staff of novice counselors and VISTA volunteers was always impressed with the fact that probation officers were in many instances unaware of the actual status of their cases, revealing an obvious need for reduced caseloads in order to provide more meaningful supervision.

5. Systematic Versus "Free-Time" Approach

Efficient community work does not lend itself to the development of routine or systematized contact. Our experience revealed the men to be relatively inaccessible both during regular working hours and in the evenings at home. A great deal of time was spent trying to see men outside of their employment hours, with very little reward. Also, the men stayed at their homes very little in the evenings and on weekends and when a staff member did find someone home, he was generally on the run to go out again. Very little could be accomplished under such circumstances. The counselors found that it was more expedient to see one or two men an evening, specifically between the hours of 6:00 and 8:00 p.m. on weekdays.

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[1] The employee evaluation form and letter of transmittal to all employers of project trainees are reproduced in Appendix K.

It was far easier to keep in touch with the men while they resided at the Pre-Release Guidance Center but at that facility they already received a great deal of attention. After release from the guidance center, both the need for continuous contact and its difficulty increased. Counselor autonomy was mandatory if they were to maintain continuity of approach, as it was during the staff's "free time," outside of regular office hours, that they were most effective in establishing follow-up contacts, within the limitations described above. The experience of VISTA volunteers in follow-up confirmed the value of staff flexibility as they, in particular, had more unstructured contacts with released trainees by virtue of their residence in the men's neighborhoods.

In addition, we tried to develop small group sessions in our downtown office. It was interesting to note that many men would just as soon not get together with their former fellow-trainees after release. The few who did maintain contact were generally friends prior to incarceration. We were unsuccessful in calling groups together except when offering a special attraction, such as sponsoring a party at the project's downtown office. While this attracted the men by reducing the "agency" atmosphere, it was not always conducive to the kind of individual or group discussions we had intended. However, it did provide us an opportunity to learn a great deal about individual employment and housing situations.

Individual visits to our office ordinarily were motivated by a desire for jobs. However, many men frequently stopped in to simply chat for a few minutes with a particular staff member or simply to say hello.

After varying periods of time, depending on the individual case and degree of growth in maturity, the men needed less supportive services. Those who adjusted to initial uncertainties and tensions during the first six months after release generally became relatively stable.

One stumbling block we had not foreseen with regard to follow-up of trainees concerned those who were again incarcerated, some just temporarily, for alleged new offenses. We were categorically denied entry to the jail facility by its superintendent. We felt that the maintenance of contact with these individuals was imperative, not only in terms of the potentially valuable information with which to evaluate and objectively criticize our shortcomings or limitations in follow-up, but to reaffirm to the individual that we were not arbitrarily severing our relationship. The area of failure rate or recidivism is dealt with in greater depth in the following section of this chapter.

B. Follow-up Profile of Released Trainees

1. General

The project's experience through follow-up revealed wide variance in degrees of success among released trainees. As seen in the Situation Chart in the preceding chapter of this report, there are differences between men in terms of the amount of training completed and the extent of direct application of training to post-release employment. Another variable, one which we feel had a significant bearing on at least employment characteristics but on which little data is as yet available, is the differential time-span between graduation from training and release from the institution.

It would be premature, at the time of this writing, to infer broad generalizations about project effectiveness or to present accurate recidivism indices of predictive value. The post-release employment and personal characteristics of the 69 Project Challenge trainees released during the contract period, however, provide enough data with which to present at least a descriptive profile of those who, at this point in time, may be considered relatively "successful" or "non-successful" in post-release adjustment.

2. Success Versus Non-Success

The criteria used in this report to determine the relative success or non-success of released trainees are based upon those established by Daniel Glaser[1] for determining recidivism. Success includes those cases in which there was: (1) no further police contact; (2) an arrest but no conviction; or (3) a misdemeanor conviction of less than 30 days. Non-success includes: (1) a new felony conviction; (2) a parole violation; (3) a misdemeanor conviction of 30 days or more; or (4) return to the Youth Center for lack of adjustment to the Pre-Released Guidance Center.

a. Success Rate--The project's overall success rate as of August 31, 1967 was 74 percent. Eighteen of the 69 released trainees at that time were categorized as non-successful under the criteria set forth above: nine (including six men indicted but not yet convicted) were incarcerated for a new felony offense; two had received misdemeanent sentences of 30 days or more; four were returned to incarceration for technical parole violations; and three were returned to the Youth Center because of poor adjustment at the Pre-Release Guidance Center.

The following chart lists successful and non-successful releasees by training area, as of August 31, 1967:

Training Area	Total Released	Successful*	Non-Successful
Automotive Services	14	9	5
Barbering	7	6	1
Clerical and Sales	10	8	2
Building Maintenance	10	6	4
Food Services	10	7	3
Painting	9	8	1
Welding	9	7	2
Totals	69	51	18

b. Non-Successful by Months after Release--Those Project Challenge trainees who were considered non-successful experienced their difficulties within a relatively short period of time after release--all but one man within the first six months. Nearly two-thirds of the non-successful cases occurred between the third and sixth months after the individual's release and were highest in incidence among trainees who had spent their first two or three months at the Pre-Release Guidance Center. This situation seems to support the contention made in the chapter on counseling that men generally require more intensive follow-up services immediately following their term of residence at a halfway house, as there are secondary adjustment problems attendant on leaving a facility where the released offender has been afforded only limited freedom.

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[1] Daniel Glaser, The Effectiveness of a Prison and Parole System, New York: Bobbs-Merrill, 1964.

* Includes two men who left the Washington metropolitan area after release and for whom staff inquiries of federal and local police jurisdictions elicited no evidence of post-release police contact.

The following tabulation lists the number and percentage of non-successful trainees by months after release:

Time After Release Months	Incidence of Non-Success	
	Number	Percent
0 - 2	6	34%
3 - 5	11	61%
6 -	1	5%
Total	18	100%

c. Successful and Non-Successful by Completion of Training--Fifty-five (80%) of the 69 trainees released during the contract period had completed their training before release: 40 of the 51 successful cases and 15 of the non-successful cases. From the information available on August 31, 1967, there appeared to be no correlation between completion of training and successful adjustment to community life. The following chart lists successful and non-successful trainees by training status at the time of their release from the Youth Center:

Training Status at Time of Release	Successes		Non-Successes	
	No.	%	No.	%
Completed Training (Graduated)	40	78	15	83
Released Prior to Completion	11	22	3	17
TOTALS	51	100%	18	100%

d. Success and Non-Success by Employment Characteristics--Employment data is available on 68 of the 69 released Project Challenge trainees: 50 of the 51 men who are considered successful and the 18 men considered non-successful.[1] Forty-seven of the above 50 successful trainees held at least one post-release job and 17 of the 18 non-successful trainees held one or more jobs after release.

Looking further into employment characteristics, non-successful trainees were employed for an average of only 71 percent of their time in the labor market after release, as compared to an average of 87 percent for the successful trainees. In addition, two-thirds (12) of the 18 non-successful trainees were unemployed at the time of their re-incarceration, while unemployment among successful cases was never higher than 25 percent during the contract period and was only 16 percent at the time of project expiration. These two comparisons seem to indicate that non-successful trainees lacked sufficient motivation to remain employed.

Primarily for the above reason, but also due in part to the relatively shorter period of time they spent in the employment market, none of the non-successful trainees held more than two jobs before re-incarceration. Their average number of jobs per man (1.5) was thus very close to the average for successful trainees (2.0), some of whom held three or more post-release jobs and were in the employment market for more than six months by the end of the contract period.

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[1] No employment data is available on one man who left the metropolitan area after release and who is not under parole supervision.

No general inferences can be made from data available on the respective amounts of employment time spent in training-related jobs by successful and non-successful trainees. The overall average percent of time in training-related employment was approximately the same for both categories of trainees (successes: 70 percent; non-success: 73 per cent) and no significant pattern of differences on this characteristic could be discerned by comparing successful and non-successful trainees by vocational area.

There was also little difference in the overall averages for percent of employment time spent in first jobs between success and non-success cases--56 percent or 9.5 weeks for the former and 49 percent or 7.1 weeks for the latter--nor was there a significant pattern of differences when comparing them by vocational area.

Comparison of two other first-job characteristics may indicate that certain factors of post-release placement do not have the bearing on success or non-success that one would normally assume. Considering one of these characteristics, more non-successful trainees (76 percent) were placed in training-related jobs upon release from the Youth Center than successful trainees (70 percent). In addition, although weekly salaries on first jobs were generally higher for successes than for non-successes, the two non-successful welders averaged higher first-job salaries than successful trainees from any of the vocational areas.

Admittedly, the above data is based on a very small number of the project's 181 trainees and conclusive evaluation must wait until many more trainees have been released and a longer period of time has elapsed. Inherent restrictions on the time and funds available to short-term demonstration programs do not allow for the accurate and long-term research and follow-up needed to obtain conclusive evaluative data.

The following table presents selected comparative employment data for successful and non-successful trainees, by training area:

Table on Comparative Employment Characteristics of Successful and Non-Successful Trainees

Training Area	Total Men Released		No. Employed after Release		Average % of Time Employed		Average % of Time Employed spent in Trng.-Rel. Jobs		Average No. Jobs Per Man		Average Wkly. Wage on 1st Job		% of Time in Labor Market on 1st Job		1st Job Trng.-Rel.	
	S	N	S	N	S	N	S	N	S	N	S	N	S	N	S	N
Automotive	9	5	9	5	89%	60%	72%	40%	2.4	1.2	$73.78	$64.28	26%	53%	6	2
Barbering	6	1	6	1	94%	100%	78%	100%	3.2	1.0	$60.16	$55.00	38%	100%	4	1
Bldg.Maint.	6	4	5	3	80%	83%	100%	100%	1.8	1.3	$68.00	$66.66	72%	66%	5	3
Clerical	8	2	6	2	99%	62%	94%	100%	1.2	1.5	$73.00	$60.00	99%	14%	5	2
Food Services	7	3	7	3	94%	62%	85%	49%	1.6	1.7	$81.51	$66.00	79%	14%	7	3
Painting	8	1	8	1	63%	57%	37%	25%	2.4	2.0	$68.88	$68.80	2%	43%	4	0
Welding	7	2	6	2	90%	73%	24%	100%	1.3	2.0	$69.00	$82.00	51%	21%	2	2
ALL AREAS	(51)	(18)	(47)	(17)	(87%)	(71%)	(70%)	(73%)	(2.0)	(1.5)	$71.03	$66.70	(56%)	(49%)	(33)	(13)
	69		64		79%		72%		1.9		$69.93		50%		46	

NOTE: S = Successful trainees
N = Non-successful trainees

C. Recommendations and Observations

- Coordinated institutional and parole office activities are needed to provide for efficient transition of individuals from institutional life to employment and all other community activities. The failure of these respective agencies to provide a well-integrated treatment plan to assist the released offender in facing his immediate post-release problems has resulted in the re-incarceration of many men who, initially at least, were determined to succeed in the community.

- As important as preparation of the individual for re-entry into the community is the preparation of his immediate family for his return. In this regard, indigenous neighborhood workers and VISTAs are extremely valuable since their approach is not representative of the "system's" authoritarian concerns. An ability to communicate as an active resident of the neighborhood has the advantage of opening many doors which otherwise would be closed to an "agency" representative.

- An intensified pre-parole period, even when halfway house facilities are available, has merit. This program should include furloughs for employment interviews and home visits, and counseling sessions with parole officers, employment agency personnel and successful parolees.

- Some of the more mature, stable releasees could very well be utilized in follow-up programs, perhaps on a part-time, salaried basis, as they can easily maintain knowledge of the whereabouts and status of many who otherwise would be "unknown" to the parole authority.

- Flexibility is the byword in reaching released offenders in their own neighborhoods. This, also, suggests the use of indigenous personnel in follow-up programs. Social service agencies whose staffs are generally restricted to an 8:00 a.m. to 5:00 p.m. work day lack sufficient flexibility for intensive follow-up services.

- Staff members responsible for follow-up of released offenders should maintain continuous contact with every employer with whom trainees have been placed. This employer follow-up can be instrumental in salvaging the positions of individual trainees who are having difficulties and increases the receptivity of the employer to future placements.

- A great deal of effort should be directed toward helping the men clearly understand the expectations, demands and loyalty inherent in the concept of employee responsibility. Lack of identification with or internalization of this ethic leads to more misunderstanding and employment difficulties among released trainees than any other single factor. Work release or a day-by-day work furlough arrangement prior to release would seem to have more impact in this area than counseling the men on the job after release.

X. REMEDIAL EDUCATION COMPONENT: A Consultant's Report

A. Letter of Transmittal [1]

THE GEORGE WASHINGTON UNIVERSITY
Washington, D.C. 20006

Education Research Project
729 15th Street, Northwest
Washington, D.C.
July 5, 1967

Mr. Leon Leiberg, Project Director
NCCY Project CHALLENGE
527 Sixth Street, N.W.
Washington, D.C. 20004

Dear Mr. Leiberg:

It has been a real pleasure working with you and your group.

The attached results of our re-test at the Youth Center are most gratifying. The amount gained by your group is approximately what our public school groups gained in a full year.

You may well take pride that your group showed such large gains in such a short period of training with individuals who had past records of poor school motivation and performance.

Our experimental groups had 30 hours of training during a full school year and our ninth and tenth grade groups had 60 hours of such training. Your boys gained as much as the public school students did with only 15 hours of instruction. We strongly recommend that the results of your demonstration be considered as indicating that the materials should have widespread use with programs for individuals such as the ones that you trained. This might do much to increase their ability to be trained for good jobs after they have been released.

Your demonstration also indicated that materials such as ours can be used quite adequately by individuals without academic training in the field of education. The sub-professional and volunteer instructors on your Project Challenge staff proved to be at least as effective as public school instructors in teaching our experimental materials.

Best wishes to you and your program, and let us know if we can be of value to you again. We will send you a copy of the report of our national tryout which is going to press in a few days.

Yours truly,

(Sgd.)

John T. Dailey
Director, Education Research
Project

JTD:klb
Enclosures

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[1] Original letter appears in Appendix H.

B. Consultant's Report

RESULTS OF THE USE OF EXPERIMENTAL MATERIALS BY PROJECT CHALLENGE

Mr. Raymond Fernandez
Consultant
Education Research Project
George Washington University

1. Objective

An experimental vocational education curriculum developed by the Education Research Project of the George Washington University was made part of the total Project Challenge program for youths at the Lorton Youth Center. This material was used to supplement the project's job training materials in order to broaden the scope of the course offerings and improve the skills of the trainees in the areas of abstract reasoning, mechanical reasoning, visualization in two and three dimensions, and mechanical information.

2. Responsibilities

The Education Research Project supplied the materials and furnished consultants. The actual teaching was performed by Project Challenge instructors at the Youth Center and by VISTA volunteers assigned to the National Committee for Children and Youth program in weekly, two-hour sessions.

3. Materials

The vocational education curriculum supplied by the Education Research Project was made up of three parts:

a. Reading books of high interest material and low reading level. These readers were distributed to all participating trainees. The following is a list and a brief description of each.

(1) Occupations for You - Part I. This was the most popular of the readers. Occupations for You contains a brief description of occupations ranging from gas station attendants and truck drivers to the skilled worker trades, with job prerequisites for each position. Current salary ranges, often omitted from books of this kind, were also included and added to the motivational value of the publication.

(2) Tools and Basic Machines. This highly useful book describes the uses and varieties of basic tools. It also shows, by text and illustration, the use and basic operations and applications of more complex machines.

(3) Transportation Long Ago. An interesting book because of its authentic pictures, Transportation Long Ago illustrates the various types of transportation used during the last one hundred years.

(4) Transportation Today and Tomorrow. This book not only illustrates the present and future modes of transportation, but also describes the application of some of the basic power sources, such as steam, gas, solid fuel, and atomic power, to transportation vehicles.

b. Laboratory Kits. This equipment is designed to introduce and foster the understanding of the following basic machines:

(1) The Lever
(2) The Inclined Plane
(3) The Pulley

(4) The Wheel and Axle
(5) Gears and Belts

Laboratory equipment kits also supplied materials dealing with basic electricity as an additional teaching tool.

c. The Vocational Education Exercise Booklets. There are four of these booklets. Each successive booklet was designed to incorporate the knowledge gained from the previous book and to introduce more sophisticated related work. The following is a list of the areas covered by the booklets:

(1) Abstract Reasoning
(2) Mechanical Reasoning
(3) Visualization in Two Dimensions
(4) Visualization in Three Dimensions
(5) Technical Comprehension
(familiarization of technical terms)
(6) Mechanical Information
(introduction to machines)

4. Tests

Two types of tests were administered to the trainees.

a. The Dailey Language Facility Test was given to measure the language ability of a representative sample population at the Youth Center.

The Dailey Language Facility Test (DLFT) does not score grammar usage or syntax, but rather freedom of speech and perceptiveness. The test consists of a series of three pictures: a drawing, a photograph, and a photograph of a famous art work. Pictures are shown to the trainees one at a time, and the examiner asks, "Can you tell me a story about this picture?". Scoring is based on a scale ranging from zero (no response) to nine (a complete story).

Performance on this test was compared to scores achieved by other populations in an attempt to scale the differences and/or similarities of achievements.

b. The major test given to the trainees measured the effectiveness of the use of the vocational curriculum. This test was administered twice, on a pre-test and post-test basis, and divided into two sections:

(1) Subjects covered by the curriculum
(2) Subjects not covered by the curriculum

This type of testing indicated the effect of the curriculum in the subject areas taught and any "across the board" gains achieved as a by-product of the specialized instruction.

5. Implementation

The curriculum materials were at first presented to the trainees in a classroom situation. It soon became apparent, however, that the trainees were reluctant to accept the material as a necessary part of their training. They did not see a clear connection between their training for a specific trade and the apparently unrelated scope of the vocational education curriculum. The Project Challenge staff then decided to use the curriculum in the shop classes. The use of the material in a shop setting had very positive effects for two reasons:

a. The typical classroom situation, traditionally shunned by this population, was now altered to specific group learning; and

b. The teacher could now offer the group specific examples of the possible and real application of the various parts of the curriculum to the trade being taught.

Another major problem in implementing the curriculum was the instructors' lack of familiarity with some parts of the material. This problem was solved by adopting team-teaching techniques in which each instructor specialized in one or more areas, depending on his familiarity with the subjects or the time he was able to devote to studying specific material in depth.

6. Results

a. Vocational Education Curriculum Test--The vocational education curriculum was used by eight school systems across the country during the school years of 1965-1966. The eighth, ninth and tenth grades of these schools used the same curriculum and were given the same tests as were administered to the trainees at the Lorton Youth Center.

Table I of this report is a comparison of the achievements of the students of the eight school systems to the Youth Center trainees. Although both groups were exposed to the same training material and the same tests, it is important to point out that the trainees at the Youth Center received only 15 hours of instruction as compared to a complete school year for each of the school systems (equivalent to at least 30 hours of instruction).

The first four columns in Table I is the raw-score gain between pre- and post-tests for each of the groups tested. The fifth column, headed "Project Talent Yearly Gain," is the raw-score average difference between each of four grades (9th - 12th) tested in the Project Talent survey. It can, therefore, be stated that a raw-score gain between a pre- and post-test made by the Youth Center trainees, equal to or greater than the average difference between the Project Talent test scores, is correspondingly equivalent to a gross rate of one or more years.

The last four columns of Table I is the number of years' growth achieved by each of the groups tested.

As an example of how to read Table I, look at the abstract reasoning tests (one of the five areas covered by curriculum). The difference in raw-score gain made by tenth grade youths is 1.000. The difference in raw-score gain made by the Youth Center trainees is 1.554. By dividing each of these figures by the average difference in scores made by the Project Talent population (0.470), the number of years' growth for the tenth grade boys is 2.128 years, and for Youth Center trainees, 3.306 years.

Table I clearly shows that both the schools and the Youth Center trainees using the curriculum have made substantial growth gains in those areas covered by the curriculum. The fact that some of the schools made greater gains than did the Youth Center groups in areas not covered by the curriculum is attributed to the effect of courses offered within the schools and not offered as part of the Youth Center program.

THE LORTON GROUP GAINED FROM 1.5 YEARS IN MECHANIC'S INFORMATION TO 3.6 YEARS IN TWO-DIMENSION VISUALIZATION. THE HEAVY GAINS WERE IN THESE AREAS AND IN NON-VERBAL ABSTRACT REASONING (3.3 YEARS), MECHANICAL REASONING (1.9 YEARS) AND THREE-DIMENSION VISUALIZATION (1.5 YEARS). IN FACT, THE TRAINEES SHOW A RAW-SCORE GAIN IN EVERY AREA TESTED. THEY EVEN MADE GAINS IN THOSE AREAS NOT COVERED BY THE CURRICULUM MATERIALS. THIS "TOTAL SUCCESS" IS A VERY GOOD INDICATION OF MOTIVATION, LEARNING OF TEST-TAKING TECHNIQUES, AND OF GENUINE EFFORT.

Table II lists the pre- and post-test mean raw-scores and percentile gains of the Lorton trainees in each area tested.

b. Daily Language Facility Test--The scores made by the trainees on the DLFT (which measures language facility independent of vocabulary or formal language structure) show that 52 percent of the 58 trainees tested scored in the "high-average zone," 40 per cent in the "low-average zone," and eight percent in the "slow development zone." None of the trainees scored in the "accelerated development zone." As a group, the trainees' scores averaged 21, which is the average score for the adult population on the DLFT. From these scores it can be assumed that the language ability of the group cannot be considered as a variable if the group is to be measured against the general population.

THE DISTRIBUTION OF SCORES INDICATES THAT RELATIVELY FEW OF THE GROUP ARE NOT FORMALLY MATURE IN THEIR USE OF THEIR OWN LANGUAGE OR DIALECT. THIS INDICATES A VERY CONSIDERABLE POTENTIAL FOR EDUCATIONAL DEVELOPMENT IN THIS GROUP.

TABLE I

Comparison of Gains in Present Study with Project Talent Average Yearly Gain

Subject	Gains on Post-Test (M_2 - M_1)				Project Talent Yearly Gain	Yearly Gains Based on Project Talent (M_2 - M_1 /PT)			
	Lorton N-56	Grade N-567	Grade N-582	Grade N-54		Lorton N-56	8th Grade N-567	9th Grade N-582	10th Grade N-54
1. Abs.Reas.*	1.554	1.351	1.699	1.000	.47	3.306	2.87	3.615	2.128
2. Mech.Reas.*	1.536	1.520	1.610	1.185	.80	1.920	1.90	2.012	1.481
3. Arith.Reas.	0.571	.593	.850	.204	.72	0.793	.82	1.181	.283
4. Vis. 2-D*	3.590	4.917	5.178	5.834	1.01	3.554	4.87	5.127	5.776
5. Vis. 3-D*	0.991	1.258	1.756	2.018	.62	1.469	2.03	2.832	3.255
6. Read.Comp.	1.839	1.876	2.787	2.611	2.10	0.876	.89	1.327	1.243
7. Vocab.Info.	0.697	.656	.993	2.797	.87	0.801	.75	1.141	3.215
8. Math.Info.	0.643	.777	1.331	.945	1.44	0.447	.54	.924	.656
9. Psys.Sci.Info.	0.214	.391	1.251	1.426	.53	0.404	.74	2.360	2.691
10. Bio.Sci.Info.	0.179	.374	.292	1.315	.40	0.407	.94	.730	3.288
11. Aero.& Space	0.071	.284	.571	1.648	.44	0.001	.65	1.298	3.745
12. Elec. & Elect.	0.482	.710	1.263	.963	.90	0.536	.79	1.403	1.070
13. Mech.Info.*	1.179	.601	1.462	2.852	.81	1.456	.74	1.805	3.521

M_1 = Mean raw score on pre-test
M_2 = Mean raw score on post-test
N = Number of individuals tested
* = Subjects covered by the curriculum

TABLE II

Pre- and Post-Test Scores and Percentile Gain: Lorton Youth Center Group (N-56)[1]

Subject	Total Raw Score Pre	Total Raw Score Post	Mean Raw Score Pre	Mean Raw Score Post	Percentile Ranking Pre	Percentile Ranking Post	Percentile Gain
Abstract Reasoning*	305	392	5.4464	7.0000	19	31	12
Mechanical Reasoning*	377	463	6.7321	8.2678	13	24	11
Two-Dimensional Visual.*	602	803	10.750	14.340	32	47	15
Three-Dimensional Visual.*	346	400	6.232	7.143	30	37	7
Mechanical Information*	431	497	7.696	8.875	19	27	8
Arithmetical Reasoning	204	236	3.6428	4.2143	13	18	5
Reading Comprehension	1003	1106	17.911	19.750	27	32	5
Vocabulary Information	432	471	7.714	8.411	18	23	5
Mathematics Information	173	209	3.089	3.732	14	13	4
Physical Sciences Info.	232	244	4.143	4.357	14	16	2
Biological Sciences Info.	209	219	3.732	3.911	22	24	2
Aeronautics & Space Info.	147	151	2.625	2.696	2	3	1
Electrical Information	236	263	4.214	4.696	17	20	3

1* Subjects covered by Education Research Project Curriculum
N = Number of individuals tested

XI. VISTA UTILIZATION

A. Activities

The seven VISTA volunteers assigned to Project Challenge were engaged in a wide variety of activities both in the institution and in the community during the contract period: academic tutoring, discussion groups, sociodrama, individual counseling, driver education, Negro history readings and lectures, drama, art classes, music appreciation groups, job development and placement, family liaison, and various neighborhood action programs, to name a few. This list illustrates their attempts to reach the inmates in a variety of ways, often using new and unorthodox techniques and both the individual and group approaches.

Tutoring, offered in mathematics and reading, was perhaps the most rewarding and long-lasting of the activities developed by the volunteers and, unlike some of their other programs, was not hampered by lack of logistical support. It also filled an important void in the Youth Center education program. Project Challenge vocational courses required at least six hours a day of the trainee's time, preventing him from attending the institution's regular classes, and non-trainees who required individual attention found the institutional academic program inadequate. Most of the tutoring was done on a small group basis in which the individual received more attention than would be possible in a classroom setting but had the added excitement of group feedback and interaction.

The VISTAs also took into consideration the large percentage of Negro inmates at the Center and initiated classes in Negro history, art and literature, enlising the cooperation of a community organization, the Frederick Douglass Institute's Museum of African Art, for a special lecture and art exhibit. Throughout their tenure with the project, the VISTAs pressed for the implementation of an on-going Negro culture program by the Youth Center which could be built on the foundation they laid with the programs described above. Such a program, they felt, could be an extremely valuable rehabilitative tool for mitigating the social alienation and cultural and educational deficiencies of the inmate population at the Center.

The VISTAs found that they were most successful with their programs and exerted the most influence on trainees by involving themselves with the men--in the dormitories, on the basketball courts, in the dining hall, during the evenings and on week ends--rather than just trying to involve the men in planned activities. Over the span of the contract period, volunteer activities evolved from the more formally organized class activities toward informal personal or small-group contacts with the inmates. The VISTAs felt that an activity in itself, while providing a learning situation, was not as important as the fact that it brought the men into a close relationship with the volunteers. The value of these relationships was recognized by the institution's classification and parole officers who often called upon the volunteers for their opinions of an individual inmate's progress when considering his parole possibilities. The institutional case workers would also frequently request the counseling supervisor to assign a VISTA to work with a particular inmate to help alleviate a family-centered problem. In these and other ways, the volunteers provided valuable assistance both to the inmates and to the "treatment system" of the Youth Center. These ancillary functions, which do not appear on the VISTA activity schedule (Appendix G), underscore the total involvement of the volunteers in the lives and progress of the trainees.

The two female volunteers included in the project's VISTA contingent were, for the first several months of their involvement, participating in both the VISTA institutional and community programs. However, for reasons discussed in section D(2) of this chapter, their institutional activities were curtailed to allow their more efficacious involvement on a full-time basis in job development and placement, family liaison and other community work.

B. Supervision of Volunteers

The VISTA contingent assigned to Project Challenge received a one-week orientation (see Appendix G) and was placed under the supervision of the project's counseling supervisor, who was also responsible for the group's in-service training. While it was valuable for each volunteer to have access to all members of the project staff, it proved imperative that there be one person to whom they were responsible for coordination of activities and for liaison with other facets of the project and with the institutional administration.

Some of the volunteers required a good deal of supervision, while others operated fairly independently with minimum direction from the supervisor. In the former category were several volunteers who were so over-zealous as to be dysfunctional, trying to cover too many areas of concern simultaneously. All of the VISTAs needed assistance in maintaining a theoretical frame of reference for working with an offender population and in coordinating their activities with the project's counseling staff.

A chronic supervision-related problem throughout the project was the volunteers' presence in the Youth Center after 4:00 p.m., the end of the work day for institutional administrative staff. For the first three months of VISTA involvement, their supervisor remained at the Center three evenings per week and on alternate weekends to expedite the smooth operation of the volunteers' institutional activities and reduce the disruptive effects of overt resistance to the volunteers by old-line correctional staff. In many instances, the resistance was so great as to impede the proper and efficient establishment and operation of VISTA activities. Such incidents as refusal to allow the volunteers access to classrooms in the evenings and refusal to announce a scheduled VISTA activity to the inmate population over the Center's public address system were indicative of the resistance to accept these young people on a staff level, regardless of the fact that they had the sanction of the Youth Center superintendent. This situation again points out the need for in-service training programs for correctional officers to overcome their resistance to new rehabilitative efforts in institutional correctional programs.

When a pattern of activities had been established and the supervisor felt that correctional staff resistance had been affected to the degree that could realistically be expected, the VISTAs were allowed to operate independently during evening and weekend work at the Center. Supervision of their institutional activities was still maintained through required daily meetings of volunteers with the counseling supervisor to review their programs, objectives and problems. Nevertheless, institutional line staff (as opposed to administrative personnel) were chronically vociferous in their objections to the volunteers operating with autonomy within the institution. It was the feeling of the project staff that this autonomy, subject, of course, to security considerations, was the primary factor in the inmates' receptivity to VISTA activities and rehabilitative influences.

C. VISTA Impact

While it is too early to discern tangible results of 12 months of volunteer involvement at the Youth Center, certainly one of the most important VISTA contributions was the development of an atmosphere in which modification of attitudes and behavior was possible.

Relatively alienated from the mainstream of community life, the incarcerated young men at the Center came to realize that there were people who were interested in them as human beings. VISTA volunteers were a visible personification of the spirit of brotherhood and through their personal investment divorced themselves from those who simply paid lip service to that credo. Even the most skeptical of the inmate population were eventually impressed by the self-sacrifice of the volunteers, who placed a sense of values and justice before their own comfort. The general precept that everyone has some sort of racket and is motivated by selfish interests was slowly but surely overcome by the volunteers, who remained consistent in their concern and support despite the overwhelming demands of the inmates and negative pressures from the institutional staff.

It is doubtful that the impact of these few VISTAs was such that it renewed the inmates' belief in the goodness and mercy of mankind, for there were far too many examples to the contrary in their daily institutional life. Perhaps, though, a few were convinced over the year that their futures were not totally devoid of success, thereby increasing to some degree their own motivation to at least try again.

The success which the individual volunteers achieved was due in part to their broaching the barrier of social distance. That the volunteers could develop an effective rapport with the men was a manifestation of their willingness to meet them on common ground, to have no pretenses about differences in social status based on criteria such as education or economic background. While the VISTAS were considered unprofessional--and thus ineffectual--by the institutional staff, the enthusiasm they engendered in the inmate body lent credence to the positive effects that could be wrought by sincere individuals relating to others on the basis of a single common denominator--one human being to another.

The VISTA's impact was not limited to the institutional environment. Their work in local neighborhoods and throughout the city stimulated unprecedented community interest in the affairs of imprisoned youthful offenders. This was manifested in the many offers from community social and service groups to initiate institution-based programs for the men at Lorton.

There were times when VISTA volunteers became discouraged about their real and/or lasting impact on the institution and particularly on the individual inmates. Despite specific disappointments, however, there is no doubt that the utilization of VISTA volunteers with Project Challenge benefitted the men, the institution, the community, and the volunteers themselves. Perhaps most significant, the National Committee for Children and Youth's VISTA experiment proved conclusively that service volunteers have an important and meaningful role to play in the field of correctional rehabilitation.

The use of service volunteers is of inestimable value in the reorientation of individuals to social responsibility and in effecting the reduction of community conditions which might impede or ultimately cause the disintegration of the progress achieved through formal rehabilitative treatment.

Recognition of volunteers' potential as effective change agents in the field of corrections is expressed in the recent report of the President's National Crime Commission:

> Administrators and business staff likewise have been brought into the role of counselors and assigned rehabilitative functions in some programs. This collaborative style of management is more readily achieved if the institution staff is augmented by persons from the free community with whom inmates can identify. This involves recruiting outsiders who can help the inmate to develop motivation for needed vocational, avocational, and other self-improvement goals. Volunteers and subprofessional aides can be as useful in institutions as in community-based corrections.[1]

D. Observations of VISTA Volunteers

The following observations on VISTA training and deployment are only a fraction of the notes and reports written by the volunteers during the project. While the opinions expressed are not necessarily those of the National Committee for Children and Youth, we feel that they are of sufficient interest to be included in this final report. They reflect the conscientiousness and enthusiasm exhibited by the volunteers during their tenure with Project Challenge.

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[1] The Challenge of Crime in a Free Society: A Report by the President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office, Washington, D.C., February 1967, p. 173.

1. VISTA Pre-Assignment Training

Before a VISTA is assigned to a project, he must complete six weeks of training designed to prepare him for his preferred field of work (urban, rural, Indian, migrant, or mental health). This training is provided by agencies independent of VISTA/Washington operating on one-year renewable contracts.

The five male VISTA's assigned to Project Challenge were trained at the Wel-Met Training Center in New York City.[1] Training focused on familiarizing the volunteers with the programs of the urban poor, acquainting them with social agencies and their inherent beaucratic structures, and helping them to develop a meaningful approach to urban problems. Volunteers were housed with families living in the tenements of the southeast section of Bronx, New York. This was of tremendous benefit to the volunteers; it helped them to develop empathy as well as to understand some of the basic problems of the urban poor. Field work during the training period was essentially oriented toward community organization and was carried on five days per week.

Volunteers were divided into four groups to provide for close supervision and to enhance total participation in group discussion. Each group was responsible for organizing several tenements. While the volunteers were primarily concerned with getting the tenants of a building together to demand repairs or redress of infractions of the New York housing code (in New York City rent strikes are legal and thus even the threat of a rent strike will often force the landlord to fulfill at least his minimum legal responsibilities), they were also encouraged to aid individual families in straightening out their personal difficulties (health, welfare, etc.). The volunteers, ideally, would act as catalysts: bringing the tenants together after informing them of their rights and options but not dictating their actions. They would encourage the people to set up a tenant organization with either permanent leaders and/or rotating responsibilities.

The VISTA training supervisors would generally meet with their groups several times a week to discuss the progress of community organization and general problems of the poor and the volunteer's role in helping them. Once a week the volunteers would visit a social organization (HARYOUACT, Exodus House, drug addiction clinic, neighborhood centers, etc.), which they would discuss later. Similarly, once a week all the trainees would meet to be addressed by a specialist (recreation, welfare, education, budget, employment), after which there would be a discussion of the topic covered. The final week of training was spent at a camp in up-state New York. During this time they had intensified group discussions (volunteer responsibility, intra-agency power structures, ideals and goals) and spent one day visiting Day Top Lodge--a residential approach to the treatment of drug addiction.

While most urban VISTAs are assigned to community organization projects, there are many volunteers working in more specialized fields. When and if VISTA/Washington develops to the point where it is aware of placement assignments prior to training, it should definitely offer pre-assignment training which is relevant to the specific needs of the recipient projects. The projects which are most obviously dissimilar to community organization are those dealing with legal offenders (correctional, legal aid and bail bond projects). These types of projects require specialized knowledge and skills which cannot be learned through community organization training. They call for a knowledge and awareness of legal procedures, but even more important, they require the ability to be a teacher and/or therapist with individuals as well as with groups. The need for such specific abilities necessitates specialized training, which should at least supplement, if not replace, the present pre-assignment emphasis on community organization.

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[1] The two women volunteers assigned to the project were trained at the Maryland University School for Social Work, Baltimore, Maryland. Their training was also oriented toward community organization.

Training for these projects should focus on community resources for financial assistance, health assistance, education, vocational training and job placement. Most important, since the target population of these projects is one which has been unable to function responsibly under the pressures of urban poverty, training should also focus on instilling awareness of the psychological problems common to those reared in urban slums and on therapeutic and educational means of overcoming these problems. Specifically, VISTAs receiving pre-assignment training for legal offender projects should:

(1) Be housed with the poor, preferably with families with delinquent members;

(2) Discuss social pathology and deviant behavior (drug addiction, delinquency, crime), legal procedure, the courts, correctional institutions, rehabilitation centers (medical, vocational, educational) organizations for financial assistance and their psychological effects, job placement, therapeutic and educational techniques, and group dynamics. Outside specialists should be used in these sessions;

(3) Make field trips to neighborhood centers, hospital rehabilitation centers, drug addiction clinics, police rehabilitation centers, prisons and other correctional institutions (state as well as federal), halfway houses, remedial and vocational rehabilitation centers, legal service centers, and welfare centers;

(4) Perform field work, which should include orientation to counseling, remedial education and legal aid, at neighborhood centers in high delinquency areas and in correctional institutions;

(5) Meet in groups with supervisors at least once a week to discuss problems and progress, and meet individually with these supervisors at least four times during the training period to evaluate effectiveness and to determine the most appropriate assignment for the trainee in the light of his interests, aptitudes and capabilities.

2. The Use of Female VISTA Volunteers in an All-Male Institution

After having worked as a VISTA volunteer for 10 months under the sponsorship of NCCY's Project Challenge, I would like to elaborate on the effectiveness of a female volunteer working within an all-male institution and make recommendations for the future use of female volunteers with a population similar to that at the Lorton Youth Center.

There is an important difference between a female who is a paid staff member of an institution and a female who is a VISTA. This difference lies in the basic philosophies of their respective organizations and in the limitations of their roles as set forth in job descriptions. Volunteers, by virtue of the nature and purpose of the VISTA organization, do not have the structured responsibilities that can be seen in most agencies and institutions. I think it is an advantage that a VISTA can use whatever talent and initiative he or she may possess to alter an existing condition which needs changing.

A problem arises, however, when a female VISTA goes to work within an all-male correctional institution. By the very nature of her sex, she is at once limited in the amount of freedom given her within the institution. Because of abundant concern for security within the institution, a female volunteer cannot simply roam the compound and talk with the inmates at will, but must be accompanied by a correctional officer or another staff member. She cannot counsel inmates within the boundaries of their own rooms in the dormitories, nor can she direct an informal class or discussion group without a male VISTA, staff member, or correctional officer present. The remaining alternative for a female VISTA is, therefore, to conduct whatever counseling and interviewing is necessary within the confines of a "secure" setting. This, in turn, stifles the freedom which is an important aspect of the VISTA approach.

The problem is further compounded by the difficulties inherent in attempting to establish an interpersonal relationship with the inmates. This type of encounter, which was used with great success by male VISTAs attached to the project, has a more positive effect on the men and seems better able to effect changes in attitudes than confrontation in group counseling sessions. But when a female endeavors to develop this type of relationship with an inmate, invariably its purpose slowly becomes distorted through the eyes of that particular man as well as through his fellow inmates' eyes. At this point, the men are not able to view a personal interest in them as something apart from a physical or sexual interest; hence, the necessity to remain almost aloof, which usually leads to an ineffectual and static relationship in this type of environment and population.

I am not against the idea of having women working with incarcerated men because I feel that they can certainly add a great deal to the rehabilitation process and help in altering the unnatural environment that prevails within penal institutions. If women were to be employed who had specific skills to share, and the definitions, responsibilities and limitations of their role were clearly defined, I believe that they could be extremely instrumental in effecting realistic changes in an inmate and in establishing a basis for a counseling relationship.

It must be kept in mind, however, that these preconditions preclude, to a large degree, the exercise of individual initiative and the unstructured responsibilities that I consider to be the essence of the VISTA approach. Volunteers who choose assignments in a correctional setting should have an explicit understanding of the compromise they are expected to make.

My recommendations for having female volunteers working with an all-male inmate population are the following:

(1) At least five, and perhaps 10, females would be a feasible number for use with a population of 300 men; preferably in conjunction with an equal number of male volunteers.

(2) The females can be most useful in a variety of areas: tutoring and remedial help, movie discussion groups, arts programs such as painting, drawing, sculpture, creative writing, music, etc.

(3) Volunteers should work in mixed teams of two or three; that is, one or two female VISTAs and one or two male VISTAs comprising the team. That would eliminate the necessity of having a correctional officer present for all activities.

(4) A female VISTA should be allowed to remain within the institution after nightfall, since this is the time that the inmates are most readily available for activities.

(5) The volunteer has to realize her own limitations regarding the effectiveness of her job. Any type of socializing with the population she works with is strictly prohibited, for it lessens her effectiveness in dealing with the rest of the population and alters her objectivity immensely.

(6) Most important, all VISTA volunteers engaged in correctional rehabilitation work should receive stringent pre-service orientation. This training ideally should include on-the-job training within a penal institution, instruction in tutoring and remedial techniques, and seminars on all phases of correctional and rehabilitative philosophies and current practices.

3. Planning Family Liaison Activities

In the characteristically impersonal American society, the family, as the structure of primary relationships, has been responsible for creating a sense of values and norms, and a sense of self-worth. When this family structure weakens and this function of the family is not incorporated into another structure--as the peer groups of the kibbutz--an individual may experience a sense of anomie (a sense of normlessness or absence of ties) and react with asocial behavior.

From our contacts with individuals living in and from impoverished areas of Washington, we have observed disorganized family units where the individual is thrown onto his own resources at a very early age. Because of this, there is little opportunity for the internalization of societal values and norms and the development of a strong self-image.

We feel a dominant need in these areas to be the strengthening of the family structure and increasing community involvement and concern; i.e., to lessen the sense of anomie.

In Project Challenge, we were dealing with those inmates of the Youth Center who were in our training areas and, consequently, were directly concerned with the families of these men. We hoped through weekly discussion groups with the women of these families to lessen the isolation of the men in the Center by increasing communication between them and their families, and to increase the families' awareness of community services.

With these goals in mind, the topics for discussion were chosen from three general categories: first, community resources available, e.g., legal, medical, and social agencies; second, current issues of concern, such as urban renewal, birth control, and consumer education; and third, the Youth Center, in respect to the aims and actual realization of its programs and the role of Project Challenge.

Because many men at the Youth Center were reluctant to have or reacted against having their families contacted without their initiating this contact, each man was consulted before his family was asked to participate in this program.

4. Comments by a Volunteer

Coming from my home in Saint Paul, Minnesota, I went to New York City for six weeks of VISTA training which began September 7, 1966. The approximately 40 members of our group were trained by Wel-Met, Inc., a long-established organization which specializes in recreation and operates summer camps for poor kids and old people. It was a first for this organization to be dealing with anything like VISTA. All things considered, Wel-Met did an extremely good job.

Although I made numerous mistakes during my year with Project Challenge, the experience has been a great one. I feel that I have given something to the men and, of course, I have received much more in return. This I can say with all sincerity and conviction. My whole life has been changed by my experience at the Youth Center. To recount my experiences adequately, to present conversations and problems plus my theories about delinquency, would take a book--a rather large book, which I plan to write someday. In this report, I will confine myself to some reflections on the inadequacies of my preservice (VISTA) and in-service (Project Challenge) training and offer several recommendations to the Lorton Youth Center.

My criticism of VISTA training is that I personally was not given adequate training for my year's assignment. My training was in community organization and while this was valuable, it did not give me the tools I needed to work with men in a penal institution. About crime or criminal ways, I knew next to nothing; about remedial education, I also knew next to nothing, as I had never had any training in this special field. If I had been trained in remedial education as part of my VISTA training, I could have been far more effective at the Youth Center. Most of the VISTAs that I know, both in and out of the District of Columbia, could have used training in remedial instruction techniques, since almost all of them are involved in tutoring in one way or another. Part of the criticism leveled at VISTA must also be aimed at Project Challenge; they also should have given the volunteers training for corrections. This training should have at least included assigned readings on crime and corrections to be reported upon by the volunteers and discussed in seminars (conducted preferably on an informal, no-holds-barred basis). Project Challenge should also have provided stricter supervision than it did, stretching the VISTAs' efforts to the maximum degree. Since VISTA itself supplied little or no supervision, Project Challenge should have been stronger here.

An extensive overall report on VISTA activities at the Lorton Youth Center has already been written elsewhere in this report. I shall, therefore, conclude my report with a few recommendations for constructive changes that would benefit the men at the Lorton Youth Center:

(1) The staff of any future program similar to Project Challenge should get together more often in an informal manner to discuss the nature and causes of juvenile delinquency. Informal seminars would bring out practical ways of dealing with recurrent situations. These discussions would have been stimulating to people like myself with little or no experience in corrections.

(2) Some arrangement should be worked out between the Youth Center and the Department of Corrections on one hand, and the District of Columbia library system on the other, whereby a bookmobile could come regularly to the Center. For those inmates who don't want strictly fiction, there should be an arrangement whereby they could also obtain, upon request, scholarly books in all fields from the bookmobile.

(3) The Youth Center library should have recent paperback books appealingly arranged in displays similar to those in bookshops and drug stores. I feel certain this would lead to an increase in reading among the inmates.

This last recommendation and many other worthwhile suggestions are included in a paperback book, Hooked on Books (Berkeley Medallion, paperback, 50¢), by Daniel Fader, who experimented with such a program at a juvenile training school in Michigan, with brilliant results.

5. Development of Negro Culture Programs in Penal Institutions

Being a Negro myself, I knew that the school systems in the United States taught very little or nothing at all about American and African Negro history. With this in mind, a member of the staff of the National Committee for Children and Youth and I went looking for an institution that would be able to provide such a program for the inmates at the Youth Center. It was not an easy task.

First we inquired at Howard University, which I thought, because it is a predominately Negro university, would be very receptive to our idea about this type of program. After agreeing to consider our initial inquiry, however, university officials became very evasive. They said that their insurance company would not cover their exhibit[1] in a penal institution, and that Project Challenge would have to pay for transportation. We agreed to pay all transportation costs and part of the insurance fee, but the university still turned us down cold. So we started looking for other institutions that might come to the Center with a similar program. We went to the Frederick Douglas Institute's Museum of African Art. They were very receptive to the idea of this type of program and the necessary arrangements were made to have a museum representative deliver a lecture at the Youth Center in June, 1967.

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[1] We had requested that part of the university's extensive collection of Negro art and memorabilia be displayed at the Center in conjunction with a lecture series.

Approximately half (150) of the population of the institution attended the lecture. That they enjoyed it was demonstrated by a one-hour question-and-answer session after the lecture, which could have continued until the eleven o'clock count had the lecturer not had to return to Washington. The next day, many of the men said they would like to see something like this at the Center more often.

If the D.C. Department of Corrections had a community liaison officer assigned to work with Negro organizations, there could be many more Negro culture activities like the one described above, on a continuing basis and in each of the department's institutions. This person would have to have a free hand to be able to spend most of his time generating and maintaining community interest in such a program. That is one mistake I made; because of other demands on my time, I was not able to follow-up on the interest expressed by the Frederick Douglass Institute in the Youth Center.

A program of Negro culture activities in the District's penal institutions would have many benefits--for the correctional system, for the community and for the inmates. By providing a bridge between the community and the penal institutions, it would alleviate the isolation which, while characteristic of penal institutions, is self-defeating to the purpose of corrections. Even more important, such a program would tend to mitigate the social alienation and apathy which is increasingly being recognized as a major factor in the crime rate in urban ghettos.

E. Recommendations and Observations

- Because of the complexity of working with youthful offenders, a specialized pre-service training curriculum should be developed to give VISTA volunteers assigned to offender projects a realistic idea of what their service will involve and to prepare them to make the maximum contribution possible.

- Volunteers who work with men in a correctional institution should live in geographical areas consistent with the home residences of the inmate population they serve. Individuals should be dispersed over as wide a range as feasible, covering many areas which would be considered pockets of poverty or areas of high delinquency.

- Even if the institution to which the volunteers are assigned receives the majority of its population from an urban center as opposed to a rural community, there are still problems with regard to efficient transportation which require greater vehicular mobility than would be necessary for community organization volunteers. A contingent of five volunteers should have one carry-all type vehicle and one smaller vehicle at its disposal to adequately perform the wide range of services provided both at the institution and in the community to the inmates and their families and dependents.

- Feedback and discussion concerning activities is an important part of VISTA effectiveness and should be structured through regular individual and group supervision of volunteers throughout their period of service.

- VISTA programs should include a core of responsibilities outlined in accordance with the purposes of the project or institution to which the volunteers are assigned and around which individual volunteers should devise ancillary activities based on their own interests, creativeness and initiative.

- VISTAs should receive specialized pre-service training in tutoring and remedial education instruction.

- VISTA volunteers should not work exclusively within the institutional setting. The constructive work they can perform in the community with families and relatives of the inmates increases the latter's chances for successful adjustment through a more understanding and supportive home environment.

- To engender a cooperative spirit among the VISTAs and the correctional staff of an institution in which they serve, efforts should be made to involve some of the more progressive-minded line personnel in the development and coordination of specific VISTA programs in the institution.

- Sponsors should be involved in the VISTA training process to increase their understanding of the philosophy, objectives and role of the VISTA volunteer in specific agency programs.

- Volunteers should be provided with the logistical support necessary for the successful planning and operation of productive activities such as art, sculpturing, movie discussion, music and other programs in the institution.

- VISTA volunteers if utilized effectively could fill the manpower void which presently exists in the field of corrections. Evidence of concern for this critical shortage and the extent to which volunteers may be useful is expressed in a statement by William T. Adams, Associate Director, Joint Commission on Correctional Manpower and Training, during Congressional hearings before the Subcommittee on Employment, Manpower and Poverty in support of Senate Bill S. 1789:

> Another function of the parole officer, for which very few have time, is to help the ex-offender establish or re-establish community ties. VISTA volunteers can help get young parolees back into school and into recreation programs.
>
> I have no doubt that VISTA volunteers can do these important things. I saw their quality at first hand during the training program for volunteers at the University of Colorado.
>
> One of our field settings was in rural law enforcement. Many VISTAs worked with families in which the father or another member was a parolee. We gave the trainees intensive instruction in job finding, supportive counseling, and remedial education skills. They responded superbly.

XII. TECHNICAL ASSISTANCE AND DISSEMINATION ACTIVITIES

A. Consultative Services and Conference Participation

In addition to their operational responsibility for various program components, project staff members were involved in a wide range of technical assistance and dissemination efforts during the contract period.

1. Consultative Services

The project director had the opportunity to render consultative services to the Youth House Inc., a private organization operating several juvenile detention and shelter facilities in New York City. This effort focused on suggestions for coordinating the administration and operation of an intended manpower program in pre-vocational training with the on-going activities of the institution in which the program was to be offered. At the request of the Department of Labor, consultative services and technical assistance were also provided by the project director, counseling supervisor, and job placement officer to the Mobile Area Committee for Training and Development, Inc. (Project MACTAD), a manpower training program for the disadvantaged in Mobile, Alabama. Assistance was rendered in the areas of administration, counseling and employment services. Many of the recommendations contained in the consultative reports submitted as a result of that visit were subsequently incorporated into the MACTAD program.

The project's training coordinator provided consultative services to the American Correctional Association (ACA) and the United Planning Organization during the contract period. The focus of services to the ACA involved collaboration on the formulation and writing of the final report on a study of the Maryland State Department of Correction,[1] which was submitted to the Governor's Commission to Study the Correctional System of Maryland. Services provided to the United Planning Organization, the District of Columbia's antipoverty coordinating agency, focused on the establishment of criteria for hiring individuals with criminal records and the design of a monitoring plan for the utilization of ex-offenders in service cooperatives for the disadvantaged.

Consultation services were provided by the project's counseling supervisor to the United States Army Stockade at Fort George G. Meade, Maryland. Recommendations were made for more effective participation of the correctional officer force and for the development of a staff training program. Technical assistance was also provided for the improvement of restoration or "back to duty" training for the increasing population of youthful prisoners in military stockades and pre-release orientation for those awaiting discharge.

An orientation to the Project Challenge program was also presented by the counseling supervisor at an in-service training session for staff of the mental hygiene clinic at Fort Meade, Maryland. The group of approximately twenty-five persons included four psychiatrists, six psychiatric social workers, other caseworkers and aides. Interest was expressed in adapting some project techniques and methods to the clinic's programs.

The project maintained close relations with the District of Columbia office of the United States Employment Service. Staff assistance was provided by the preparation of budget outlines and program planning for a project to be operated by the Employment Service for the preparation and use of visual aides for applicants. Additional consultation was provided in the development of a project for the employment of American Indians.

During the operational period of Project Challenge, many U.S. Employment Service line and staff personnel visited the training site at the Youth Center. In August 1967, a joint conference was held involving Project Challenge and Employment Service personnel to discuss project job development and placement activities as part of transition planning for absorption of project functions by operating agencies.

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[1] American Correctional Association, "A Study of Maryland State Department of Correction," in a Report by the Commission to Study the Correctional System of Maryland, 1967.

Project staff provided assistance to the Portland, Maine Regional Opportunity Program. Assistance included a description of the Project Challenge program design and progress reports on project operations. The application of certain features of Project Challenge to a proposed juvenile delinquency prevention program to be operated as part of the Portland Community Action Program was discussed and evaluated, and suggestions were made as to possible sources of funding.

2. Conference Participation

Beginning the spring of 1967, project staff participated in a series of regional dissemination conferences sponsored by the Office of Manpower Policy, Evaluation and Research of the U.S. Department of Labor. At the first of this series of conferences, which was held at Montgomery, Alabama in May, 1967 and had as its central theme, "Manpower Development and Training in Correctional Programs," the project director and training coordinator presented papers[1] reflecting Project Challenge experience and having broad implications for the design of manpower programs in corrections.

The project's training coordinator and job placement officer subsequently attended the Southwestern Region MDTA Conference on Correctional Programs at the University of Houston in June. The paper on Education and Training Versus Maintenance and other Prison Work Programs, presented at the Alabama conference, was again discussed and both project representatives served as resource persons in conference workshops.

A Third Regional Dissemination Conference was held in November 1967 in New York City. This conference, with the theme, "Social Restoration of Offenders through Manpower Development and Training," highlighted the Rikers Island correctional MDTA program. Project Challenge staff including the director, training coordinator, job placement officer and two VISTA volunteers participated as workshop discussion leaders or resource persons.

Dissemination of the project's experimental and demonstration experience was also accomplished during the contract period by staff participation and project exhibits at the two largest convocations of correctional personnel in the United States. The project director and training coordinator participated in several workshops at the 14th National Institute on Crime and Delinquency in Anaheim, California in June 1967. In August, the project director participated in the annual conference of the American Correctional Association at Miami Beach, Florida.

The project was represented in two consecutive annual conferences of the Maryland Parole, Probation and Corrections Association (October 1966 and October 1967). The counseling supervisor participated in workshops concerned with the role of volunteers in a correctional agency, educational preparation for careers in the field of corrections and treatment concepts in the changing of offender attitudes.

As a result of a description of the Project Challenge program presented at the 1966 general session of the MPPCA, an inquiry was made concerning the possibility of field service placements for social work students by Dr. Verl Lewis, Dean of the School of Social Work of the University of Maryland. However, since field placements for the fall and spring semesters had already been arranged by the university and Project Challenge was to conclude its operation prior to the fall semester of 1967, the project was unable to accommodate the request.

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[1] These two papers were: Education and Training Versus Maintenance and other Prison Work Programs, Wesley D. Pointer and The Use of Non-Professionals and Service Volunteers in Corrections, Leon G. Leiberg. They are reproduced in the Appendix to this report.

Another manifestation of the professional interest generated by the project and the extension of its impact beyond the institutions of the Department of Corrections was evidenced through a request received from the District of Columbia Department of Public Welfare to provide technical assistance in establishing a vocational training and counseling program at the city's Junior Village Shelter facility for dependent children. The project staff has undertaken a limited feasibility study of the resources required to provide such services at Junior Village modeled after the Lorton project.

Implications growing from the project's educational applications were discussed by the project director in a seminar of the Experienced Teacher Fellowship Program of the University of Michigan School of Education, at Ann Arbor, in November 1967. This seminar considered exploratory and innovative educational methods and techniques as part of a program in advanced studies in elementary teaching in core cities' disadvantaged schools.

Throughout the contract period, project staff also participated in numerous local conferences dealing with ghetto problems in the District of Columbia.

B. Development of Proposals for New Programs

Spurred by the need for improving correctional program effectiveness and building on staff experience in corrections and the experimental and demonstration effort at Lorton, several proposals for pilot programs to test new strategies of correctional intervention were developed, at the request of various federal and state agencies, during the last five months of the contract period.

1. Alternatives to Incarceration

A proposal for the planning and implementation of a program of effective alternatives to trial and incarceration has been submitted to United States Department of Labor. As a pilot effort, this proposed project would offer a coordinated program of training, counseling, and job development and placement for youthful offenders at the pre-trial level of the criminal justice process. Such a program would seek to avoid the negative influences of the criminal process by early diversion of the more tractable individuals into a positive program of early rehabilitation and also serve to substantially reduce court backlogs and prosecution, trial and incarceration costs.

2. MDTA Program Development Assistance in Corrections

A proposal has been submitted to the Manpower Administration to provide program development assistance in correctional manpower development and training programs. This assistance program would make available, on a broad basis, the expertise gained in correctional experimental and demonstration projects in the areas of administration, staff training, counseling and volunteer services, institutional vocational training, and job development and placement.

3. Training of Veterans for Corrections and Public Safety Work

In line with increasing emphasis on the New Careers concept, the project has developed a proposal for a pilot project to train and place returned Armed Forces veterans in positions with correctional institutions and public safety services. Recruitment efforts would be directed at young men and women, ages 18-26, who have served in the Armed Forces and reside in the less affluent sections of metropolitan areas. Recruitment operations would be based at separation points and intensified training and orientation would be provided to those selected to prepare them to meet position requirements.

4. Testing the Youth Services Bureau Concept in a Suburban Setting

In line with the recommendations of the President's Commission on Law Enforcement and the Administration of Justice, a proposal for a pilot project to demonstrate the effectiveness of a youth services bureau in a suburban setting has been submitted by NCCY to the National Institute of Mental Health.

The proposed program would test the effectiveness of a program of coordinated services operating in a non-coercive setting and having specific responsibility for serving anti-social, problem youths. A built-in research design would compare such an approach with the effectiveness of the handling of this problem group by traditional community agencies.

5. VISTA Pre-Service Training for Corrections

Based on project experience during the contract period with its experimental use of VISTA volunteers in a correctional setting, a proposal for an NCCY-operated program of pre-service training for VISTAs to be deployed with offender projects was developed and submitted to the Office of Economic Opportunity in July 1967. OEO's interest in this proposal was subsequently given impetus by recently introduced bi-partisan Congressional legislation (Senate Bill S. 1789).

6. Pilot Vocational Training and Rehabilitation Program in State of Maryland

Another manifestation or spin-off from the project was a request in November 1967 from an ad hoc committee of the Legislative Council Committee on Maryland Prison Administration for NCCY to prepare a proposal for a pilot program for the Correctional Training Center at Hagerstown, Maryland, to be modeled after Project Challenge. Work was underway on the proposal at the time of the writing of this report.

C. Public Information Activities

1. General

In addition to dissemination of the project's experimental and demonstration experiences on a professional level, a concerted effort was made during the contract period to stimulate community interest in the problems and rehabilitation of the youthful offender. Invitations to visit the Youth Center for a tour of the project's vocational training areas and an orientation on its counseling, employment and community service components were sent to universities, local businessmen, various civic and church groups, and local, state and federal legislators. More than 700 individuals responded, were given a tour and an orientation on the project's activities and objectives, and enjoyed the gourmet delights of a luncheon prepared by the Food Services training class.

In addition, extensive use was made of the news media to increase public awareness of the Challenge effort and to dissipate the tendency to stereotype ex-inmates as incorrigibles. Trainee appearances on radio and television programs were particularly effective in this regard and generated a good deal of favorable public response and inquiries about possibilities for volunteer work at the Center by community service groups and individual citizens. Also very effective in stimulating community interest and changing attitudes was a trainee metal sculpture exhibition in April 1967, which was sponsored jointly by NCCY and the Smithsonian Institution (see Welding, Chapter VII). The trainees were unable to accommodate all of the numerous subsequent requests from art galleries, schools and churches for additional exhibitions.

All of the above efforts and more were undertaken with the objective of establishing a dialogue between the community and the District's penal institutions. We strongly believe that only if this dialogue is established can correctional programs be responsive to the criminal offender's basic problem: his lack of orientation and sense of social responsibility as a member of the community. The more complete a man's ostracism during confinement and rehabilitation, the less likely are his chances for successful re-integration into society upon release.

Listings of major newspaper and periodical stories and radio and television presentations on Project Challenge during the contract period are contained in the following sections of this chapter.

2. Newspaper and Periodical Coverage[1]

(a) "Juvenile Delinquents are being tested for Federal jobs . . . at the Lorton Youth Center . . ." The Wall Street Journal, February 21, 1967, p. 1, "Labor Letter" Column.

(b) "Lorton Gains New VISTA." Elizabeth Shelton. Washington Post, February 26, 1967, pp. F13-F14.

(c) "Lorton Aide Plans Restaurant Run by Ex-Inmates." Carol Hones. Washington Post, February 27, 1967, p. C1.

(d) "'Project Challenge' Pays Off at Lorton Prison." Michael Bernstein. Washington Daily News, March 7, 1967, p. 18.

(e) "Prisoners Bail out Labor Short Units." National Restaurant News, April 10, 1967, p. 5.

(f) "Metal Sculptures . . ." Washington Post, April 24, 1967, ART NOTES, p. B4.

(g) "Inmate Exhibit." Washington Post, April 24, 1967, p. A15.

(h) "A Hodgepodge of Nails Reflects Woman's Mind." Henry Gabbett. Washington Post, May 1, 1967, p. B1.

(i) "VISTA Volunteer Lets Conscience Guide Him." Jewish Exponent, June 2, 1967. (Article subsequently incorporated in Congressional Record.)

(j) "'Project Challenge' Exhibits Free-Form Sculpture." NCCY Follow-up Reporter, Vol. 7, No. 2, Spring 1967, p. 3.

(k) "Guidance for Prisoners Returning to Society." Woody West. Sunday Star, June 11, 1967, p. B2.

(l) "Inmates Forgo Parole for Training." Donald Fitzhugh. Evening Star, June 19, 1967, p. B4.

(m) "Extension of Remarks of Hon. Robert J. Corbett of Pennsylvania in the House of Representatives." Congressional Record, Vol. 133, No. 99, June 22, 1967.

(n) "'Project Challenge' . . ." Leon G. Leiberg. The Journal of Correctional Education, July 1967, p. 12-15.

(o) "182 at Lorton Get Certificates in Pilot Project." Sunday Star, July 9, 1967.

(p) "Lorton Inmates Finish Job Training Program." Washington Post, July 11, 1967.

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[1] Reproduced in Appendix J.

(q) "Three Galleries and Twelve Convicts." Cornelia Noland. The Washingtonian, Volume 2, No. 11, August, 1967, p. 79.

(r) "Project Challenge is Called Successful." Carol Honsa. Washington Post, August 13, 1967, p. D2.

(s) "U.S. Youth Group Charts New Rehabilitation Path." U.S. Information Agency. USIS News Feature Release for Foreign Dissemination. 850 words. October, 1967. (Not reproduced in Appendix).

3. Radio and Television Presentations

(a) 26 January, 1967: WTTG-TV news feature on Project Challenge. Commentator: Miss Susan Oney, WTTG Staff Announcer. (15 minutes)

(b) 1 March, 1967: Miss Beth Williams, VISTA Volunteer, interviewed in French concerning her experiences with Project Challenge for broadcast over Voice of America to countries in French-speaking Africa. (15 minutes)

(c) 9 March, 1967: Mr. Houston Johnson, Project Barbering Instructor, interviewed by Mr. Dewey Hughes on "District Assignment" WOL/Radio, Washington. (15 minutes)

(d) 11 March, 1967: Mr. Wesley D. Pointer, Project Training Coordinator, and Mr. James G. Paige, Automotive Services Instructor interviewed by Mr. Fred Gale on "Comment," WWDC/Radio, Washington. (30 minutes)

(e) 20 March, 1967: XTRA/Radio News, Los Angeles California presented a five-minute feature of Project Challenge; highlighting the work of Misses Elizabeth Williams and Martha Epstein, VISTA Volunteers.

(f) 22 March, 1967: Mr. Rex C. Smith, Counseling Supervisor, Miss Elizabeth Williams, VISTA Volunteer, and Mr. Thomas Flurry, graduate of the NCCY Barbering class of Lorton were interviewed on a local television program, "Panorama," WTTG-TV. (15 minutes)

(g) 26-28 March, 1967: Mr. Joseph A. Trotter, Staff Assistant, wrote and broadcast a guest editorial over WOL/Radio, Washington.

(h) 2-3, 9-10, 16-17 April, 1967: A guest editorial on Project Challenge, stressing the community's role in rehabilitation, was broadcast several times each Sunday and Monday of the first three weeks in April. WOL/Radio, Washington. (1 minute each)

(i) 27 April, 1967: Miss Marth Epstein, VISTA Volunteer, was interviewed about her experiences with Project Challenge on "The Betty Groebli Show," WRC/Radio, Washington. (45 minutes)

(j) 28 April, 1967: Two, two-minute news features on the Project Challenge sculpture exhibition were presented as part of the 5 o'clock and 10 o'clock news broadcasts over WTTG-TV, Washington.

(k) 25 May, 1967: Mr. Rex C. Smith, Counseling Supervisor, Mr. William H. Fulford, Service and Maintenance instruction, Miss Martha Epstein, and released trainee William Phifer were interviewed on "Contact" concerning the activities and objectives of Project Challenge, and the need for community participation in the rehabilitation process. WAVA/Radio, Washington. (two hours)

(l) 27 July, 1967: Mr. Kenneth L. Hardy, Director of the D.C. Department of Corrections, the Hon. Charles Halleck, D.C. Court of General Sessions, Mr. Leon G. Leiberg, Project Challenge Director, a paroled project trainee and a current project trainee appeared on "The Mark Evans Show," WTTG-TV, Washington. (30 minutes)

(m) 26 August, 1967: Leon G. Leiberg, Rex C. Smith and Wesley D. Pointer discussed the results of the Project Challenge program and NCCY's plans for other E & D projects with Fred Gale and "Comment," WWDC/Radio, Washington. (45 minutes)

D. Recommendations and Observations

- The opportunity to make use of the seasoned staffs of on-going experimental and demonstration projects in assisting organizations with limited project experience is a laudable development in the policy of the Manpower Administration, U.S. Department of Labor. We recommend and urge that more use be made of E and D staff experiences, which can be obtained at limited cost to the government, to provide technical assistance and consultation on a very broad scale, not only to experimental and demonstration projects but to educators and community service agencies as well.

- The continuation of regional dissemination conferences on correctional manpower development and training is strongly recommended. The fact that correctional manpower programs, though few in number, are making a considerable impact on traditional correctional thinking is a result of the diversity of efforts and justifies greater emphasis on this area than is presently given.

- It is essential that the support of all information media be obtained to establish the necessary dialogue between the community and the correctional institution to foster understanding of the problems of the institutionalized offender and the role that must be placed by the community in his rehabilitation.

XIII. CUMULATIVE RECOMMENDATIONS

A. Administration and Staffing

- The strength of any program lies in its staff. To remain effective, interested and production-oriented, this staff has to receive the tangible support of the highest levels of the administration. Communication channels have to be kept open and individual initiative encouraged.

- Group participation of staff members in periodic evaluation and training sessions serves as an excellent vehicle to improve methods and define short- and long-range goals.

- Lines of authority and supervision need to be clearly defined. It is the responsibility of the institutional administration to provide line staff with the tools and the direction to carry out the objectives of the program.

- Expectations of satisfactory performance without realistic assessment of needs and material support destroy the sense of accomplishment and usefulness in staff and reinforce negative attitudes in the target population.

- The unwillingness to provide a real, even if minor, role to inmate self-management prevents positive relationships with correctional staffs. An opportunity for participation in decision-making, not involving custody and security considerations, and a system of inmate/staff communication could eliminate many unnecessary difficulties in correctional institutions.

- The correctional system of promotion by virtue of seniority rarely attracts and keeps individuals with a strong sense of social commitment. Such unsound management policies are costly to the taxpayer and defeat inmate rehabilitation aims by creating conditions devoid of a sense of urgency in the preparation of the inmate to the reality of the world of work.

- Comprehensive orientation and education of both institutional and project staff should be a prerequisite for correctional training programs in which authority over trainees is to be divided and when there is an obvious divergence of backgrounds and objectives on the parts of the respective staffs.

B. Recruitment and Selection

- It is recommended that institutional trade training placements be made by a vocational guidance division operating in cooperation with, but apart from, the classification committee of the institution.

- Increased involvement of the offender himself in choosing his training area and in planning and establishing his educational and vocational goals is strongly recommended.

- Since correctional MDTA training programs have as their primary focus the upgrading and rehabilitation of the individual, emphasis in the selection process should be on screening-in rather than screening-out those least employable.

- Inmate manpower utilization studies should be made periodically to encourage efficiency and avoid unnecessary overloading of institutional work assignments. Such a procedure would serve to allow more men to participate in meaningful training programs.

C. Counseling

- An institutional orientation period for new inmates should be concerned primarily with the development of a case relationship between counselor and individual rather than serve as a data collection instrument for the institution's classification report.
- Directed efforts to stimulate the interest and support of family members in the trainee's training progress and goals is strongly recommended.
- A meaningful pre-vocational program for prospective trainees should wholly familiarize them with all of the various areas of training offered and the scope and complexity of each, including a realistic orientation on community employment demands, salaries, opportunities for advancement, fringe benefits, the advantages and disadvantages of each trade, etc.
- Remedial vocational education materials should be included in pre-training orientation as a method of upgrading individual understanding of trade language and requirements and initiating broad educational improvements.
- Participation in a pre-vocational program should be voluntary to provide incentive for entry into training and to allow for determination of motivation for full participation once enrolled.
- Counseling should avoid the pitfalls of purely "directive" guidance to the exclusion of total involvement of the individual in the processes of available programs.
- Counselors should avoid rigid adherence to the professional concept of "social distance" between counselor and client. Failure to do so seriously impedes treatment and tends to reinforce the inmate's feelings of alienation.
- Counselors should become authoritatively informed about the policies, regulations, procedures and legislation which affect the inmate both during his residence in the institution and when he is released, and become sensitive to the unique characteristics of the inmate population, be they ethnic, social or psychological, and the extent to which these affect successful integration of the men into the community.
- Counselors should be allowed to operate with sufficient autonomy to develop individualized approaches in dealing with inmates.
- Group counseling sessions in the institution should frequently involve persons from the community whose expertise can help pave the way for a smooth transition to functional community life by the inmates.
- Institutional supportive services should be provided during the evening hours and on weekends--times when the men are more amenable, mentally and physically, to such services.

- Because of their special talents in communicating with an offender clientele, indigenous sub-professionals can and should perform in more than the cursory "aide" type of tasks to which they have frequently been relegated, if used at all, in correctional programs. Although possibly very threatening to professional line personnel, these workers are recognized as valuable social-change agents with populations having little receptivity to traditional social work approaches.

D. Training

- Establishment of a vocational training program in an institutional setting requires careful analysis of a number of variables:

  (1) The characteristics of the inmate population, ability levels, aptitudes and interests, as related to types of training to be offered.

  (2) Manpower needs and occupational shortages in the community, as related to types of training offered.

  (3) The average length of stay in the institution and the rate of intake and release, in relation to the duration and design of training cycles.

  (4) Sentencing structure, in relation to the design and duration of training.

- Training cycles should be designed, where possible, in integral units which would permit entrance to training at frequent intervals during the cycle, eliminating the need for applicants to await completion of the entire course before enrolling.

- The use of vocational instructors not possessing teaching licenses or credentials and whose experiences and educational achievements are far removed from the traditional education requirements is strongly recommended. The receptivity of trainees and the impact of training is sharpened by the use of instructors who, through their own example and through identification and cultural affinity with the target population, provide the necessary relationship and motivational impetus for self-improvement. Project experience indicates that non-professional instructional personnel who are knowledgeable in their field and its current industrial requirements can be used effectively in any institutional vocational program.

- Instructional staff should be encouraged to actively participate in related trade and professional organizations. Such participation is effective in reducing the isolation of institutional training programs from the rapidly changing technology and requirements of the labor market.

- A program of technical assistance supported by the Federal Government is recommended to provide state correctional institutions with the necessary support and stimulation to up-date and revitalize industrial and vocational training. Such a program should include:

  (1) Consultative services as required and drawing from experimental and demonstration staff experiences under MDTA.

  (2) Provisions for purchase of modern equipment by the Federal Government to be placed on loan with institutions, with the

stipulation that it be used as part of training geared realistically to the manpower needs of the community. Equipment placed on loan would remain with the institution as part of the technical assistance efforts,with the stipulation that the institutional vocational programs reflect the intent and commitment of the correctional administration to the primary objectives of training and rehabilitation.

- To complement and lend impetus to the trend toward development of community-based correctional efforts, manpower programs in corrections should begin to develop training resources both within and outside the institution.
- Increasing use of work release and furloughs for education and training is recommended to achieve effective utilization of the community as a training laboratory and to provide access to meaningful, training-related on-the-job placements for those inmates trained but not yet released from the institution.
- The purview of these recommendations necessarily requires cooperative efforts in the planning and implementation of correctional manpower programs by state departments of education, employment security and vocational rehabilitation, as well as local industry and labor organizations.
- Non-correctional personnel, such as VISTA or other volunteers and sub-professional staff should be used in institutions as well as in community-based corrections. Augmentation of institutional staff by persons from the community with whom the inmate can identify appears to not only stimulate better motivation for vocational training but also to stimulate interest generally in educational, recreational and other self-improvement goals.
- Basic or remedial education and vocational talent materials, designed to develop vocational aptitudes, should be used concurrently with vocational training to reach those inmates whose severe academic deficiencies and limited aptitudes would normally exclude them from participation in vocational training under the usual institutional selection processes.
- Continuous, deliberate efforts should be made to shift vocational program emphasis away from institutional needs. Assuming the recognition of the importance of vocational training as a rehabilitative tool, the institutional administrator must assure that inmate training is not subordinated to the productivity of the system or to the purpose of maintaining the institution.
- Graduates of a vocational training program who remain in the institution should be utilized on a selected basis as "lead men" to provide assistance and support to beginning trainees.
- Work release and training furlough are essential to continued meaningful training beyond that possible in an institutional training program.

E. Job Development and Placement

- Increased effort and attention should be directed toward involving trade union representation on advisory committees to institutional training and community-based rehabilitation programs. Such involvement would serve to stimulate development of these programs in keeping with union requirements and increase the probability of acceptance of ex-offenders in apprenticeship programs.

- Before placement, employment counselors must realistically evaluate each client's economic needs in relation to the adequacy of the entry-level salary of a particular job and/or its prospects for short-range advancement and increased earnings.
- Job development and placement emphasis for permanent employment should reflect the considerable importance of client perception of status and prestige factors associated with various employers. Such factors are frequently as important, or more important, than salary in determining job satisfaction and employment stability.
- Local industry should be involved in the planning and development of institutional training programs to increase the receptivity of employers to the hiring of released trainees.
- Provision should be made for post-release, low-interest loans to trainees for the purchase of trade tools, equipment and licenses, when such items are prerequisites for skilled jobs.
- Emphasis on job conditioning, particularly exposure to simulated employment interviewing conditions, must be made an integral part of any correctional vocational training program. Realism generated through such techniques as role playing and the periodic use of local employers as interviewers in classroom situations tends to diminish anxiety and allay the apprehension associated with job interviews.
- The availability of the Federal Bonding Assistance Program in all areas of placement should be fully utilized by employment officers.
- Automotive Services: Provisions must be made for the post-release acquisition of driver's licenses by graduates of this training area. Failure to do so renders meaningful placement almost impossible.
- Barbering: Because a barber's wages are based on a percentage of his volume of business and his salary increases in proportion to his ability to attract a steady clientile, entry-level earnings for apprentice barbers tend to be lower than those in many other trade areas. Placement staff should maintain close contact with these men to be supportive in tempering early frustrations and disappointment in earning power.
- Building Maintenance: Because of high employee turnover and the increasing demand for service and maintenance personnel, this trade area has untapped potential for job engineering and development by job placement officers. Employers should be urged and counseled to restructure service and maintenance positions, with an upgrading of wages commensurate with the benefits which accure from the utilization of more highly skilled employees.
- Clerical and Sales: Emphasis should be placed on the development of employment opportunities in government service, with training geared to Civil Service requirements.

Involvement of representatives of local retail sales companies in the development of a retail sales training program is an essential step toward increased employment opportunities in this field.

- Food Services: Placement counselors should exercise caution in placing men who, because of personality factors, find it difficult to withstand the stress of work in high-pressure production establishments.

- Painting: Emphasis should be placed on the opening of union apprenticeship programs to ex-offender trainees from institutional and community MDTA programs.

- Welding: Employers should be encouraged to establish positions for apprentice-level workers as well as to support the development of more advanced MDTA welding programs geared to the increasing demand for highly skilled personnel in this field.

F. Follow-up Services

- Coordinated institutional and parole office activities are essential to provide for efficient transition of individuals from institutional life to employment and all other community activities.

- As important as preparation of the individual for re-entry into the community is the preparation of his immediate family for his return. In this regard, indigenous neighborhood workers and VISTAs are extremely valuable, since their approach is not representative of the "system's" authoritarian concerns. An ability to communicate as an active resident of the neighborhood has the advantage of opening many doors which otherwise would be closed to an "agency" representative.

- An intensified pre-parole period, even when halfway-house facilities are available, has merit. This program should include furloughs for employment interviews and home visits, and counseling sessions with parole officers, employment agency personnel and successful parolees.

- Some of the more mature, stable releasees could very well be utilized in follow-up programs, perhaps on a part-time, salaried basis, as they can easily maintain knowledge of the whereabouts and status of many who otherwise would be "unknown" to the parole authority.

- Staff members responsible for follow-up of released offenders should maintain contact with every employer with whom trainees have been placed. This employer follow-up can be instrumental in salvaging the positions of individual trainees who are having difficulties and increases the receptivity of the employer to future placements.

- Much effort should be directed toward helping the men clearly understand the expectations, demands and loyalty inherent in the concept of employee responsibility. Lack of understanding of these requirements leads to more employment difficulties among released trainees than any other single factor.

G. VISTA Utilization

- Because of the complexity of working with youthful offenders, a specialized pre-service training curriculum should be developed to give VISTA volunteers assigned to offender projects a realistic idea of what their service will involve and to prepare them to make the maximum contribution possible.

- VISTA programs should include a core of responsibilities outlined in accordance with the purposes of the project or institution to which the volunteers are assigned and around which individual volunteers should devise ancillary activities based on their own interests, creativeness and initiative.

- VISTAs should receive specialized pre-service training in tutoring and remedial education instruction.

- VISTA volunteers should not work exclusively within the institutional setting. The constructive work they do in the community with families and relatives of the inmates increases the latter's chances for successful adjustment through a more understanding and supportive home environment.

- Sponsors should be involved in the VISTA training process to increase their understanding of the philosophy, objectives and role of the VISTA volunteer in specific agency programs.

- Volunteers should be provided with the logistical support necessary for the successful planning and operation of productive activities such as art, sculpturing, movie discussion, music, and other programs in the institution as well as in the community.

H. Technical Assistance and Dissemination

- We recommend and urge that more use be made of experimental and demonstration program staff experiences, which can be obtained at limited cost to the government, to provide technical assistance and consultation on a very broad scale, not only to experimental and demonstration projects but to educators and community service agencies as well.

- The continuation of regional dissemination conferences on correctional manpower development and training by the Manpower Administration is strongly recommended. The fact that correctional manpower programs, though few in number, have made a considerable impact on traditional correctional thinking is a result of the diversity of efforts and justifies greater emphasis on this area than is presently given.

- It is essential that the support of all information media be obtained to establish the necessary dialogue between the community and the correctional institution to foster understanding of the problems of the institutionalized offender and the role that must be played by the community in his rehabilitation.

APPENDIX

A. BACKGROUND OF THE NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

The National Committee for Children and Youth grew out of historical concern by leaders in education, social service, religion and health for the total well-being of America's children and youth. Its roots trace back to the first White House Conference on Children called by President Theodore Roosevelt in 1909 and similar conferences convened by presidents in each succeeding decade. A provision for organized followup activity, built into the plans and financing for the 1960 White House Conference on Children and Youth, called by President Eisenhower, resulted in the creation of the NCCY on November 1, 1960.

But NCCY is more than a followup agency. In doing that job it quickly evolved into an essential national point of focus on children and youth in the rapidly changing decade of the sixties, helping its national, state and local constituency keep aware of developments, stimulating governmental and voluntary cooperation, and undertaking demonstration projects to pioneer new services.

While keeping its focus on the positive, i.e., helping all of America's children grow into knowledgeable, healthy and responsible citizens, NCCY helps the agencies deal with such problems as delinquency, dropouts, lack of opportunity, urban and rural slums, weakening family ties, etc. Beyond that, however, and in response to the very multiplicity of agencies and programs, governmental and voluntary, NCCY serves an essential coordinating function, helping avoid wasteful duplication, promoting exchange of experiences and stimulating cooperative activity. NCCY is thus in itself a pioneering experiment in organization for effective concern for all children and youth.

Among the ways in which NCCY has given leadership is by calling attention to national issues concerning youth. An example of this was the conference held in May 1961 on Unemployed Out-of-School Youth in Urban Areas. Social Dynamite, the report of that conference, has been widely used as a textbook and as a guide in the development of local projects.

As a counterpart of the urban conference, NCCY convened the National Conference on Problems of Rural Youth in a Changing Environment at Oklahoma State University, September 22-25, 1963. Grants to help finance the studies used as background material for the conference participants were received from the Office of Juvenile Delinquency and Youth Development, U.S. Department of Health, Education,and Welfare and the Office of Manpower Policy, Evaluation and Research, U.S. Department of Labor. Two important publications resulted from this conference:

> Rural Youth in Crisis: Facts, Myths, and Social Change--an edited compilation of background papers prepared by outstanding authorities on rural America; and
>
> Rural Youth in a Changing Environment--proceedings of the National Conference with a special emphasis on followup activities.

Through the generosity of the Joseph P. Kennedy, Jr., Foundation, NCCY distributed quantities of pamphlets on mental retardation designed to be of help to expectant mothers, parents, educators, and other persons who have responsibility for the well-being of children.

Another activity of NCCY was the sponsorship of, and cooperation in the preparation and publication of, an inspirational book of photographs of children from birth to young adulthood, entitled, The Joy of Children. NCCY arranged with Pearl S. Buck, Pulitzer Prize winner and recipient of the 1938 Nobel Award for Literature, to write the text of the book. The 247 photographs were from the exhibit, These Are Our Children, prepared with the technical assistance of the Eastman Kodak Company for the 1960 White House Conference on Children and Youth.

A Joint Conference on Children and Youth is held every two years with the constituent groups cooperating in the planning. The 1964 Joint Conference, convened April 4 to 8 in Washington, D.C., on the theme, "Translating New Concepts into Services for Children and Youth," It focused on the pilot and demonstration projects now in operation, and described how the new knowledge, new methods and techniques might be woven into established institutions and ongoing services. The report of this conference, Strategy of Change, has had wide distribution.

The Mid-Decade Conference on Children and Youth was held April 12-15, 1966, in Washington, D.C. The conference theme was "Children and Youth at Mid-Decade: A Report to the Nation." The Nation Reports on Children and Youth, which provided background material for the conferees, was based on information regarding accomplishments since the 1960 White House Conference on Children and Youth and problems that still need to be solved, gathered from Governor-appointed committees, 400 national organizations and 38 federal agencies working with children and youth.

The year 1967 saw the completion of two of the National Committee for Children and Youth's experimental and demonstration programs. In June, NCCY's Youth Services Project--a program of recruitment, training, placement and followup of rejected Armed Forces volunteers--completed three years of experimental operation in Baltimore, Maryland and Washington, D.C. Its activities were absorbed by the State Employment Service in Maryland and the U.S. Employment Service in the District of Columbia, after completion of a special training course for Bureau of Employment Security personnel to be deployed in San Antonio, Texas; Rochester, New York; Los Angeles, California; Chicago, Illinois; and St. Louis, Missouri, in addition to the original demonstration cities.

The Project Challenge program of multi-occupational training, counseling, placement and follow-up of youthful offenders completed its 18-month institutional and community operations in January 1968, and is described in this Final Report.

NATIONAL COMMITTEE
FOR
CHILDREN & YOUTH

The Youth Center
Lorton, Virginia

19 July 1966

INVITATION TO APPLY FOR TRAINING

Memorandum to: All Inmates 17 - 26 Years of Age

Subject : Application for Training

"Project Challenge" invites all inmates who meet the age requirement stated above to apply for training in the following areas:

1. Automotive Services
2. Food Services
3. Welding
4. Building Maintenance
5. General Office & Sales
6. Barbering
7. Painting

If you are interested in applying, please fill out the attached form and return it to the "Project Challenge" office in the Administration Building before Wednesday, July 27, 1966. Any applications received after that date WILL NOT be considered for the first training session. All applications will be reviewed to see that each applicant meets the requirements set by the Youth Center.

John A. Johnson
Training Coordinator

Leon G. Leiberg
Project Director

Reuben S. Horlick, Ph.D
Superintendent

JAJ/fj

NATIONAL COMMITTEE
FOR
CHILDREN & YOUTH

"PROJECT CHALLENGE"

APPLICATION

(Please Print)

Name: ______________________ Date: ______________

Birthdate: ____________________ Dormitory No. ____________

C & P Officer: ____________________ DCEC No. ____________

Present Work Assignment: ______________________________

Were you enrolled in any previous MDT Training Program here in the Youth Center?

Yes: ____ No: ____

Identify Training Area: ______________________________

Did you complete course: Yes ____ No: ____

I wish to enroll in: ______________________________

SIGNATURE: ______________

PROJECT CHALLENGE

CONFIDENTIAL

INTAKE FORM

C & P Advisory

Yes ( ) No ( )

Date ____________________

Training: Enter ( )

Hold ( ) Reject ( )

Reason ____________________

Sentence ____________________

Parole Violator ____________________

Hearing Date ____________________

Months in Youth Center ____________________

Recommendations ____________________

____

____

____

____

____

____

File No. ____________________

Date ____________________

Interviewer ____________________

DC. No. ____________________

Dorm No. ____________________

C & P Officer ____________________

Training Area ____________________

Change in Training Area ____________________

Date of Change ____________________

Test Results: SAT ____________________

KUDER __________ GATB __________

BINET __________ OTHER __________

Date Admitted ____________________

Date Completed ____________________

Certificates Awarded ____________________

____

Date Terminated ____________________

Reason ____________________

SECTION I. - BIOGRAPHICAL DATA

Name ____________________ Tel. No. ____________________

Address ____________________ Soc.Sec. No. ____________________

Age __________ Date of Birth __________ Place ____________________

Length of Washington Residence in Years __________

Former Residences ____________________

Race - Negro ___ Caucasian ___ Latin ___ Other ____________________

Religion - Catholic ___ Jewish ___ Protestant ___ Muslim ___ None ___

Other (specify) ____________________

U.S. Citizen - Birth ___ Naturalized ___ No ___ Other ____________________

SECTION II. - EDUCATION AND TRAINING

A) Last School Grade Completed _____ Where _____

Name of School _____ Age Left School _____

Most Interesting Subject Area _____

Extra-curricular Activities (specify) _____

Leisure Time Activities _____

Did you Receive Any Vocational Training While in School - Yes _____ No _____

Specify _____

Completed - Yes _____ No _____ Reason _____

Did you Consider Training Helpful - Yes _____ No _____

State Reason _____

Graduated - Yes _____ No _____

Reason for Leaving School - Illness _____ Support Self _____ Delinquency _____

Support Family _____ Preferred Work _____ Low Marks _____

Social Dysfunction _____ Fell Behind _____

Didn't Like School _____ Other _____

B) Institutional Training - MDT _____ OJT _____ None _____

Other (specify) _____ Where _____

Completed - Yes _____ No _____ If Not Completed, Why _____

_____

Did You Consider Training Adequate - Yes _____ No _____

If No, State Reason _____

Did This Course Lead to a Job - Yes _____ No _____

Identify Job _____

Present Educational Efforts - Correspondence _____ Full-Time School _____

Part-Time School _____

Present Work Assignment _____

_____

SECTION III. - EMPLOYMENT HISTORY

Number of Jobs Within Past Year or Year Previous to Commitment _____

Employed at Time of Arrest - Yes _____ No _____

Where Employed ______________________________ Type of Job ____________________

Skilled _____ Semi-Skilled _____ Unskilled _____

How Obtained - Own Initiative _____ Youth Center Job Developer _____

Private Agency _____ Family _____ Friend _____ USES _____ Church _____

Other (specify) ____

Full Time _____ Part Time _____ Casual _____

Salary - Hourly ____________ Weekly ____________ Bi-Weekly ____________

Monthly ____________

Number of Weeks on Job ____________

Reason Left ____

____

If Not Employed at the Time of Arrest, Why ____________________________

____

How Long Out of Work (in weeks) ____________

How Did You Support Yourself ____________________________________

____

Did you Try (are you trying) to Find Employment - Yes _____ No _____

Sources ____

Prior Employment:

Where Employed ______________________________ Type of Job ____________________

Skilled _____ Semi-Skilled _____ Unskilled _____

How Obtained - Own Initiative _____ Youth Center Job Developer _____

Private Agency _____ Family _____ Friend _____ USES _____ Church _____

Other (specify) ____

Full Time _____ Part Time _____ Casual _____

Salary - Hourly ____________ Weekly ____________ Bi-Weekly ____________

Monthly ____________

Number of Weeks on Job ____________ Percentage of Salary Spent on Entertainment ____________________

Date Terminated ____________ Reason ____________________

____

Predominant Work Skill ______________ DOT Code ______________

Military Service:

Length of Service ______________ Draft _____ Volunteer _____

Branch ____________ Mos ____________ Grade ____________

Discharge - Honorable _____ Dishonorable _____ Medical _____

If Did Not Enter Military Service, Why ____________________

Classification - 1-A _____ 1-Y _____ 4-F _____ Other _______ Unknown _______

Reason, if Unknown ____________________

Draft Board ____________________

SECTION IV. - PREVIOUS RECORD

Age at First Arrest:
1 - 10 or under
2 - 11
3 - 12
4 - 13
5 - 14
6 - 15
7 - 16
8 - 17
9 - 18

Age at First Commitment:
1 - under 13
2 - 13
3 - 14
4 - 15
5 - 14
6 - 15
7 - 18
8 - 19
9 - 20

Total Number of Arrests:
0 - 0
1 - 1
2 - 2
3 - 3
4 - 4
5 - 5
6 - 6-10
7 - 11-20
8 - 20-more

Total Number of Convictions - Juvenile ____________ Adult ____________

Prior Commitments:

Institution ____________	Offense ____________	Time Served ________
____________	____________	____________
____________	____________	____________
____________	____________	____________

Date of Admission to Youth Center ____________

Offense at Time of Admission - Auto Theft _____ Housebreaking _____

Robbery _____ Armed Robbery _____ Sex Offenses _____ Assault _____

Homicide _____ Other (specify) ____________________

Number of Co-Defendants _____

Sentence - YCA ______________ Other ______________

Court ______________________________

Number of Parole Violations __________ Length of Time of Parole __________

Probation or Parole Officer ______________________________

Violations (explain) ______________________________

____

____

____

____

____

SECTION V. - PARENTAL HISTORY

Mother: Unknown _____ Living _____ Deceased _____ Age at Death _____ Year _____

Mother's Occupation ____________________ Address ____________________

Full Time _____ Part Time _____ Unemployed _____ Welfare _____

Retired, Out of Labor Force _____ Average Weekly Earnings ____________________

Stepmother's Occupation ____________________ Address ____________________

Full Time _____ Part Time _____ Unemployed _____ Welfare _____

Retired, Out of Labor Force _____ Average Weekly Earnings ____________________

Father: Unknown _____ Living _____ Deceased _____ Age at Death _____ Year _____

Father's Occupation ____________________ Address ____________________

Full Time _____ Part Time _____ Unemployed _____ Welfare _____

Retired, Out of Labor Force _____ Average Weekly Earnings ____________________

Stepfather's Occupation ____________________ Address ____________________

Full Time _____ Part Time _____ Unemployed _____ Welfare _____

Retired, Out of Labor Force _____ Average Weekly Earnings ____________________

Last Contact with Mother (in months) ______________

Last Contact with Father (in months) ______________

Living Arrangements - With both Parents _____ with Father _____

with Mother _____ with Mother and Stepfather _____

with Father and Stepmother _____ with Friends _____

Other Relatives (specify) ____________________ Other (specify) ______________

Type of Residence - Private Home _____ Own ( ) Rent ( ) Apartment _____

Rooming House _____ Boarding _____ Other (specify) _____

Rent - Monthly _____ Weekly _____ Daily _____

Did or Do other Members besides Immediate Family Live or Did Live in Residence - Yes _____ No _____ If Yes, Who _____

Living Conditions - Good _____ Adequate _____ Inadequate _____ Poor _____

Marital Status - Single _____ Married _____ Divorced _____ Common Law _____

Separated _____ Widowed _____ Number of Marriages _____

Age at First Marriage _____ If Separated or Divorced, Length of Time with Wife Prior to Separation _____

Wife Employed - Yes _____ No _____ Welfare _____ Occupation _____

Full Tim _ Part Time _____ Casual _____

Hourly Wage _____ Weekly Wage _____ Monthly Wage _____

Were you Living with Wife _____ If Not, with Whom (specify) _____

_____

Change in Marital Status since Incarceration - No Change _____

Married, Now Divorced or Separated _____

Number of Children - Children (no.. _____ Ages _____

Who is Caring for Children - Wife _____ Family _____ Friends _____

Mother of Child _____ Institution _____

Other Dependents - None _____ Parents _____ Grandparents _____ Relatives _____

Other (specify) _____

Who Supports (dependents - children) - None _____ ADC _____ DPW _____

Other _____

Living Arrangements - Private Home _____ Own ( ) Rent ( ) Apartment _____

Boarding _____ Rooming House _____ Other _____

Rent - Monthly _____ Weekly _____ Bi-Weekly _____

Do Others Besides Members of Immediate Family Live in Residence -

Yes _____ No _____ If Yes, Who _____

Living Conditions - Good _____ Bad _____ Adequate _____ Inadequate _____

Why ____

SECTION VI. - PROFILE (Diagnosis - Prognosis)

Summary General Attitudes: Appearance ______________________

Potential ______________________

Aggressive Traits ______________________

Ability to Communicate ______________________

Interest and Sincerity ______________________

Readiness for Training ______________________

Awareness ______________________

Honesty ______________________

____

____

____

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____

____

____

Summary of Institutional Data ______________________

____

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____

____

____

Recommendations -

1 - Counseling ______________________

2 - Placement ______________________

3 - Training

4 - Project Director

SECTION VII. - TRAINING

Recommended for

Instructor's Opinion of Potential

Date Entered   Progress: 1st Month

2nd Month

3rd Month

4th Month

5th Month

Date Completed   Overall Performance

Transferred - Date   To

Reason

Termination - Date   Reason

Type of Release

Recommended Level for Application for Employment

Review

SECTION VIII. - PLACEMENT

Employment Upon Release from Youth Center:

Employer   Address

Tel. No.   Title of Job

Resources ______________________________ Driver's Permit ______________

Special Training ____________________ Area of Training ______________

Level of Work Performance Recommended by Instructor ______________________

____

____

____

Man Placed in Job Trained for in Youth Center - Yes _____ No _____

If Not, Why ____

____

____

Follow-Up Dates:

Work Performance - Satisfactory _____ Unsatisfactory _____

Employer Contacts - Telephone _____ Personal _____

Referral ____

____

Date ______________ Action ____

____

____

SECTION IX. - COUNSELING

Pre-Release Visits (dates) ____

____

Follow-Up Visits (dates) ____

____

Suggested Area of Concentration - Group Counseling _____ Individual _____

Family Visits _____

Contacts Initiated by - Applicant _____ Counselor _____ Employer _____

Wife or Family _____ Parole Officer _____ Friends _____

Disposition ____

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH

"PROJECT CHALLENGE"

THE YOUTH CENTER LORTON, VIRGINIA

SPECIAL PROGRESS REPORT AND EVALUATION

DATE: ____________________

NAME: ____ ASSIGNMENT: ____________________________

HOW LONG ENROLLED: __________________ PERIOD COVERED: ____________________

PERFORMANCE LEVEL AT TIME OF ENROLLMENT: ____

NEW SKILLS LEARNED: ____

____

UNUSUAL ACHIEVEMENTS: ____

____

WEAKNESSES: ____

____

ATTITUDE TOWARD SUPERVISION: ____________________ SOCIETY: ____________________

INMATE: ____________________ HIMSELF: ____________________ BEHAVIOR: ______________

PERSONALITY: ____

GENERAL ABILITY: ____

RECOMMENDATIONS:

(1) Return to Society? Yes _____ No _____ (2) Work at ____________________ level in

____ trade.

(3) Other: ____

____

____

____

(OVER)

____

SIGNATURE - TITLE

National Committee for Children and Youth

PROJECT CHALLENGE

TRAINING PERFORMANCE REVIEW - For Period ____________________ Name ____________________

Training Area ____________________

I.
JOB KNOWLEDGE - Knowledge of work gained through experience, specialized training and special sources of information.

5	4	3	2	1
Knows essentials and details thoroughly enough to perform without assistance.	Knows job well enough to perform with a small amount of assistance.	Adequate grasp of essentials: requires some assistance frequently.	Limited understanding of job: requires considerable assistance.	Inadequate understanding of job: requires constant assistance.

Comments:

____________________ Score ________

II.
QUALITY OF WORK - Accuracy, neatness, thoroughness and dependability of results regardless of amount of work done.

5	4	3	2	1
Exceptionally neat and accurate; rarely necessary to question thoroughness.	Seldom necessary to check work; gives indication of competency in all assignments.	Acceptable; usually neat, occasional errors.	Often acceptable; frequent errors and frequently untidy.	Too many errors; usually untidy about work habits.

Comments:

____________________ Score ________

III.
QUANTITY OF WORK - Amount of Work produced under routine, day-to-day conditions, regardless of the number of errors made.

5	4	3	2	1
Always turns out more than accepted standard.	Output occasionally above demands of the job.	Satisfactory for the demands of the job.	Output occasionally below the requirements of the job.	Production usually below the job requirements.

Comments:

____________________ Score ________

TRAINING PERFORMANCE REVIEW

IV.
ADAPTABILITY - Quickness and ease of adjustment to work environment, job requirements, and changing situations.

5	4	3	2	1
Adapts quickly, smoothly and enthusiastically to changing situations.	Well adjusted to present work situation; requires minimum time in adapting to change.	Satisfactorily adjusted to present job and adjusted to changes in reasonable time.	Rather slow in adjusting to work situation; some evidence or indifference and dissatisfaction	Not well adapted to present training; very slow in adjusting to changes.

Comments: ______________________ Score ______

V.
INITIATIVE - Willingness and ability to act independently and effectively in the absence of instructions.

5	4	3	2	1
Self-reliant; acts independently, whenever feasible: self-starter	Seeks solutions and initiates action with little guidance.	Initiative in routine matters, but requires normal supervision otherwise.	Seldom acts independently in absence of specific directions; requires considerable supervision	Must always be told what to do, requires detailed supervision; seemingly incapable of independent action.

Comments: ______________________ Score ______

VI.
COOPERATION AND DISPOSITION - Attitude toward training, work, fellow-trainees, NCCY and the effect on others.

5	4	3	2	1
Usually cooperative and well liked; goes out of the way to help others constructively.	Works well with others in group; voluntarily helps others.	Works satisfactorily with group; willing to help others when asked.	Has difficulty working with others and some tendency to be indifferent to others.	Won't or can't work with others -- antagonistic.

Comments: ______________________ Score ______

VII.
PERSONAL APPEARANCE - Pertains to cleanliness of clothing and body including care of hair, teeth, nails, etc.

5	4	3	2	1
Outstanding in tastes and care.	Dresses neat; well groomed.	Average in dress and grooming.	Clean but careless with appearance and grooming.	Untidy, poor personal hygiene; carelessly dressed.

Comments:

VIII.
PUNCTUALITY AND REGULARITY - Willingness and ability to be at designated assignment at a designated time and regularity in reporting for work or training.

5	4	3	2	1
Always on time; minimum absenteeism.	Usually on time; sporadic absenteeism, generally for good reasons.	Usually on time but requires constant prodding; sporadically absent on occasion for good reason.	Seldom on time; frequently absent without good reason	Always late; high rate of absenteeism, generally not for good reasons.

Comments: ______________________________ Score ______

NATIONAL COMMITTEE FOR CHILDREN AND YOUTH
PROJECT CHALLENGE

CONFIDENTIAL

FOLLOWUP INTERVIEW

DATE OF RELEASE YC ____________
TIME SERVED IN MONTHS YC ________
DATE OF RELEASE PRGC ____________
MONTHS AT PRGC ____________
TYPE OF RELEASE ____________
PAROLE EXPIRATION DATE ____________
FUNDS AT RELEASE ____________
SPONSOR ____________
NOTES ____________
____

INTERVIEWER ____________
FILE NO ____________
DC DC NO ____________
PAROLE OFFICER ____________
DATE ____________
TRAINING AREA ____________
DATE COMPLETED ____________
NOTES ____________
____
____

Name ____________ Soc. Sec. No. ____________
Present Address ____________ Tel. No. ____________
Follow-up Respondent - Name ____________
Address ____________
Relation to Individual ____________
Moved - Date ____________ New Address ____________
Why Moved ____________
____

Marital Status at Time of Incarceration - Single _____ Married _____ Divorced _____
Common Law _____ Widowed _____ Separated _____ Other (specify) ____________
Present Marital Status - Single _____ Married _____ Common Law _____
Widowed _____ Divorced _____ Separated _____ Other ____________
Change in Dependents Since Release ____________
____

Living Arrangements - With Both Parents _____ With Mother _____ With Father _____

With Mother and Stepfather _____ With Father and Stepmother _____ Wife _____

Other (specify) ______________________________

Type of Residence - Own _____ Rent _____ Private Home _____ Apartment _____

Rooming House _____ Boarding _____ Other (specify) ______________________

Rent - Monthly ______________ Weekly ______________ Daily ______________

Do Other Members Besides Immediate Family Live in Residence - Yes _____ No _____

If Yes, Who ____

Living Conditions - Good _____ Adequate _____ Inadequate _____ Poor _____

EMPLOYMENT HISTORY

Employed - Yes _____ No _____ First Job After Training -

Name of Firm ____

Address ________________________ Supervisor's Name ________________

Title of Supervisor ____________________ Job Title of Applicant ______________

Duties ____

____

Is This Job Related to Your Training - Yes _____ No _____

How Employed - Full Time _____ Part Time _____ Temporary _____

Beginning Salary -
1 - Less than $1.00
2 - 1.00 - 1.24
3 - 1.25 - 1.49
4 - 1.50 - 1.74
5 - 1.75 - 1.99
6 - 2.00 - 2.24
7 - 2.25 or more

Salary at Termination -
1 - Less than $1.00
2 - 1.00 - 1.24
3 - 1.25 - 1.49
4 - 1.50 - 1.74
5 - 1.75 - 1.99
6 - 2.00 - 2.24
7 - 2.25 or more

How Obtained -
1 - Own Initiative
2 - Project Challenge
3 - Relative
4 - Friend
5 - School
6 - State or Federal Employment Service
7 - Private Employment Agency
8 - Other (specify) ____________________

____

How Did You Like This Job - Very Much _____ Satisfied _____ Not Satisfied _____

No Response _____

If You Didn't Like This Job, Why Not ______________________________

____

____

How Long After Training Did You Get Your First Job ______________________________

Present Job -

Name of Firm ______________________________

Address ______________________________ Supervisor's Name ______________________________

Title of Supervisor ______________________________ Job Title of Applicant ______________________________

Duties ______________________________

____

Is This Job Related to Your Training - Yes _____ No _____

How Employed - Full Time _____ Part Time _____ Temporary _____

Beginning Salary -
1 - Less than $1.00
2 - 1.00 - 1.24
3 - 1.25 - 1.49
4 - 1.50 - 1.74
5 - 1.75 - 1.99
6 - 2.00 - 2.24
7 - 2.25 or more

Present Salary -
1 - Less than $1.00
2 - 1.00 - 1.24
3 - 1.25 - 1.49
4 - 1.50 - 1.74
5 - 1.75 - 1.99
6 - 2.00 - 2.24
7 - 2.25 or more

Number of Months on Job ______________________________

How Obtained -
1 - Own Initiative
2 - Project Challenge
3 - Relative
4 - Friend
5 - School
6 - State or Federal Employment Service
7 - Private Employment Agency
8 - Other (explain) ______________________________

____

What Are Your Chances for Advancement to Better Jobs in the Company -

Excellent _____ Good _____ Fair _____ Poor _____ None _____ Other (specify) ___

____

____

How Can You Qualify for Advancement - Remain on Job for Period of Time,

Meeting Minimum Job Standards _____ Take Additional Vocational Training _____

Performance on Job _____ Return to School for Academic Training _____

Work toward GED _____ Other (specify) ______________________________

____

If You Cannot Qualify, What Would You Say is the Main Reason for Not Being Eligible

for Advancement on Present Job - Lack of Education _____ Lack of Training _____

No Other Jobs Available _____ Other (specify) ______________________________

____

Does This Company Offer In-Service Type Training Other than Explanation of Duties -

Yes _____ No _____ NR _____

What Skills Do You Think You Have Learned While Working at Present Job __________

____

How Would You Rate Your Employer's Ability to Supervise -

1 - Excellent	4 - Don't Know
2 - Satisfactory	5 - No Response
3 - Poor	6 - Other (explain) ______________

How Would You Rate Your Employer's Interest in Your Work -

1 - Excellent	4 - Don't Know
2 - Satisfactory	5 - No Response
3 - Poor	6 - Other (explain) ______________

How Would You Rate Your Employer's Interest in You -

1 - Excellent	4 - Don't Know
2 - Satisfactory	5 - No Response
3 - Poor	6 - Other (explain) ______________

Co You Think Your Employer Has Been Honest in His Dealings With You -

1 - Yes 2 - No 3 - No Response

If No, specify ____

____

____

TRAINING

Length of Time in Training (months) ______________

Length of Time since Training ______________

Are You a Graduate of Project Challenge - Yes _____ No _____

Are You a Graduate of the MDT Program at the Youth Center - Yes _____ No _____

Training Area ______________________________ Completed - Yes _____ No _____

Received no Vocational Training at Youth Center Because -

1 - Applied But Not Accepted	4 - Released from Program
2 - Didn't Want Training	5 - Other (explain)______________________
3 - Dropped Out of Program	___________________________________

As a Result of Training, Do You Have any Skills that You Did Not Have Before you Entered Training -

1 - Yes
2 - No
3 - Uncertain
4 - Other (specify) ______________________
____

Are you Presently Working in the Field of Work for Which You Were Trained -

1 - Yes
2 - No
3 - Not Applicable
4 - No Response

Why Are You Not Working in the Field in Which You Were Trained -

1 - Could Not Find Work in Trade	6 - Difficulties with Employers and Employees
2 - Lost Interest	7 - Other (specify) ______________________
3 - Pay Too Low	___________________________________
4 - Not Enough Training	
5 - Entrance Requirements too High	

Was Training Adequate - Yes _____ No _____ If No, Explain ____

How Could Training be Improved ____

Was the Group Counseling Valuable - Yes _____ No _____ If Yes, What Did it Accomplish ____

If No, Why Was it Inadequate ____

Should Group Counseling be Continued as Part of the Program at the Youth Center

(explain) ____________________

Would Individual Counseling be More Beneficial - Yes ____ No ____ How ____

Did You Receive Adequate Service from Job Placement Services - Yes ____ No ____

If No, Why ____________________

How Can Job Placement Services be Improved ____________________

Have You Taken Advantage of the Services Offered to You by Project Challenge Since Your Release - Yes ____ No ____ If Yes, Explain ____________________

If No, Explain ____________________

What Should be Done to Help People in Institutions to Prepare Them for the Outside -

What in Your Opinion is the Reason (s) Men Return to Prison - ______________________

NATIONAL
COMMITTEE
FOR CHILDREN AND YOUTH

NCCY PROJECT CHALLENGE

Project Director: Leon G. Leiberg
Training Coordinator: Wesley D. Pointer
Clerical and Sales Instructor: Darius M. Hinshaw

The first coordinated program operated by a voluntary agency within the confines of a correctional institution. Dedicated to providing useful occupational training to inmates to prepare them to be stable wage earners and worthy citizens upon release from the institution.

Quote from Mr. E. L. Molloy, President of R. H. Macy & Co., Inc.:

"Your project is a very worthy one, and I am pleased to know that my support and remarks in the course of instruction will be helpful."

RETAIL SELLING AS A CAREER
DESIGNED FOR
THE YOUTH CENTER-LORTON, VIRGINIA
NCCY-PROJECT CHALLENGE

DESIGNED AND IMPLEMENTED BY UNICO, INCORPORATED

4201 Connecticut Avenue, N.W. Washington, D.C.
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INDEX

WHAT IS RETAIL SALESMANSHIP

What is selling 28
Success in selling 29
Need for career salesmen 29
Where salesmen originate 29
Selling - an art or science 29
Kinds of salesmen 30
Compensation 30
Practice 30

THE FUTURE OF SELLING

Prospects of success for a salesman 31
Satisfaction from selling 31
Opportunities 31
Selling as a profession 31

GETTING A SELLING JOB

Getting a job without sales experience 33
Creating a selling opportunity 33
Resourcefulness 33

THE SALESMAN

Personal qualifications 34
Assets and Liabilities 34
The inadequate salesman 35
Motivation (Statistical Findings) 35

FUNDAMENTALS AND PRACTICES OF SELLING

Formulas for selling 36
Five Fundamentals of selling 36
Value of planning 39
"Timing" in sales work 39
Selling yourself 39

SALES AIDS (KNOWING YOUR PRODUCT)

Types of sales aids 40
Sales manuals 40
Product manuals 41
Service manuals 41
Advertising 41
Visual sales aids 41
Demonstration materials 41
Standard sales presentations 42

USING SUGGESTION IN SELLING

Application of suggestion in selling 43
Negativism 43
Associative selling 43

QUALIFYING THE CUSTOMER

Purpose of qualifications 45
Customer need for your product 45
Making the customer recognize his needs 45

QUALIFYING THE CUSTOMER (Contd)

Importance of benefit to the customer ---------- 45
Needs and wants ---------- 45

CONVINCING YOUR CUSTOMER

Importance of convincing your customer ---------- 46
Interruptions and objections ---------- 46

HOW TO USE DEMONSTRATION

Purpose of demonstration ---------- 47
Reasoning ---------- 47

CLOSING THE SALE

Closing: The final step in the sales presentation ---------- 48
Direct Close ---------- 48
Indirect Close ---------- 48
Art of price quoting ---------- 48
Situations in closing sales ---------- 48

CREATING GOOD WILL

Definition of good will ---------- 50
The product ---------- 50
Your company ---------- 50
Yourself ---------- 50
Advertising ---------- 50
Service ---------- 50
Follow-up after a sale is made ---------- 50

PITFALLS TO AVOID

Organization ---------- 51
Creative thinking ---------- 51
Customer objections ---------- 51
Motivation ---------- 51
Communication ---------- 51
Appearance ---------- 51
Personal hygiene ---------- 51

EXAMINATION AND REVIEW ---------- 52

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WHAT IS RETAIL SALESMANSHIP ?

Retail salesmanship is the art of persuading customers to buy the specific merchandise or services of the company you are employed by. It may also be defined as the art of aiding people to buy intelligently.

The concepts of selling have changed dramatically in recent years. High-pressure selling was demanded of the salesman of the past. Today, the salesman's main purpose is to be of service to the customer, and he must condition himself to this fact.

Employers expect their salesmen to assist the customer in his decision to buy. The successful, trained salesman does not consider his job finished when the customer purchases his product. He only considers his job finished when he knows he has done everything he could to win the customer's confidence in the produce or service bought, in his personal integrity, and in the reputation of his employer who is standing behind the quality of the purchase. This kind of salesmanship results in the customer considering the salesman as a friend and causes him to come back and buy from him again and again. The salesman benefits by increased sales which, in turn, increase his earnings and enhance his value to his employer.

The majority of retail selling is done "over the counter." This brings the salesman in direct contact with the customer, as opposed to mail order selling and vending machine selling. Direct contact selling makes it necessary for the salesman to have an agreeable personality, enjoy meeting people and be thoroughly trained.

Good salesmanship is a composite of knowledge. A good salesman must have knowledge of his company, knowledge of the product or service he is selling, knowledge of competitive products and services, knowledge of customer attitudes, and, last but not least, knowledge of himself and his capabilities.

Knowledge of the company includes several things, among which are: price schedules, terms of sales, delivery methods, time required for shipment, guarantee policies, customer returns and allowances, advertising, and customer relations and services.

Inadequate knowledge of product or service is a major factor in the reasons why some salesmen fail. The salesman must thoroughly understand his product. Understanding includes knowledge of the product's availability as to sizes, shapes, colors, packaging and any other features which contribute to the value of the product to the buyer.

Knowledge of a competitor's product or service will put the salesman in the position of being able to explain (sell) his product or service over those of the competitor by showing where his product has certain features and qualities better than that of his competitor.

Customer attitudes differ. People want goods and services, but their reasons for wanting them differ. Understanding the various reasons will enable the good salesman to show his customer how his wants for certain products or services may be satisfied.

A salesman's knowledge of himself is very important to his success. Some salesmen do well because they are persistent; others, because they are extroverts; and still others, because they are good planners and organizers. Quite often, the difference between failure and success is recognizing the need for changing one or two work habits or personality traits.

SUCCESS IN SELLING:

Mr. E. L. Molloy, President of R. H. Macy & Company, Incorporated, has the following to say about success in selling: "In retail selling, you have every chance to demonstrate talent at any level. No one can push anyone down who has talent, and there is no damper on initiative. Compensation grows with the job level and the ability to perform."

A salesman's personal traits are an important factor to his success. His appearance should be neat, he must observe good personal hygiene, and he must always maintain a courteous and helpful attitude toward his customers.

His attitude to his superiors and to the requirements of the company must be of the highest level. He should seek advice from his superiors when needed and should prepare all required reports promptly and accurately.

To be a success in selling, the salesman must always understand that a customer has several stores that he could trade with but will come back to you and your firm if he is always treated with courtesy and respect. You will build a group of well satisfied customers by your observance of the above practices. How well you do this is measured by your increasing sales which, in turn, increase your earnings.

The real proof of your success in selling makes itself known during periods of slackening of business. The customer is overly cautious and tends to make his purchases at a firm where he has been treated properly by the salesman. If you are that type of salesman, you will keep on making sales when your competitors are finding it difficult to maintain a good sales volume.

NEED FOR CAREER SALESMEN:

Mr. E. L. Molloy says, "Among the big problems in retailing is the growing shortage of professional salespeople. Young men may not be able to earn as high a salary in retailing initially as in other industries, but if you want responsibility, you can get it faster in this field than in any other profession." With the gaining of responsibility in retailing, your earnings correspondingly increase. YOU ARE THE KEY TO YOUR SUCCESS.

Many people in the field of selling have just "drifted" into it. Others have entered the field of selling because they dislike the inactivity of other types of jobs. These are generally the people who were unsuccessful in other fields. They tried and accepted a selling position only in desperation. Because of this, there are large numbers of salesmen who are only mediocre salesmen. This presents the opportunity for the well-trained and adjusted person to make a success in the field of selling.

WHERE SALESMEN ORIGINATE:

Salesmen in the retail field are not developed from any single source. Some come from other selling fields and from such diverse occupations as office workers, factory workers, farmers and truck drivers. Other people enter the profession because they have been influenced by a relative or friend already in the sales field. The best salesmen come from the ranks of those who have a real desire plus the adaptability to become retail salesmen.

SELLING - AN ART OR SCIENCE?

Art as concerns us is defined as "human skill, the practical application of a developed skill." Science is defined as, "conclusions, which under repeated tests, become accepted as scientific laws or principles. When applied they invariably bring the same results." From these definitions, we can see that selling is an art rather than a science, because there are too many variables in selling which prevent it from becoming a law or principle which does not vary.

Salesmen are Made, not Born. Studies of both successful and unsuccessful salesmen have shown that there is no unfailing rule or pattern of success. Success in selling results in bringing out and developing those characteristics which are common personal traits of the majority of people.

You are a salesman! This may startle you, but whether or not you are a professional salesman, you sell. You may be a husband trying to sell your wife on NOT buying that new car now. You may be applying to a bank selling them on why they should grant you a loan. You may be a father selling his child on the reasons for trying to better his grades in school. You may be a campaigner trying to sell the public on your favorite political candidate.

You are a salesman, no matter what else you may be. You are going to study and apply those inborn characteristics of selling. We will study and develop these characteristics in you, so that they may be applied to professional salesmanship. The results are up to YOU. You have the basic desire and qualifications; now, we must put them to work for you.

Selling is a skill or art that can be learned. As we go along, you will be learning and developing those traits which will improve your chances of becoming a successful salesman.

KINDS OF SALESMEN:

Retail selling is not the only field of sales. There are wholesale salesmen, service salesmen, financial or fund salesmen, real estate salesmen, industrial products salesmen, food and tobacco salesmen selling to distributors as well as many other types too numerous to mention. One factor is self-evident in whatever field of selling a man is engaged: He must be trained, and he must possess many of the traits and characteristics that the retail salesman needs, such as courtesy, personal appearance, etc. Good solid training and background in retail selling will make it much easier for the man who later on desires to go into another field of selling.

COMPENSATION:

As we stated earlier, how much a man earns is entirely up to him and how well prepared he is to be a salesman. Salesmen are generally paid by one or more of the following means:

> (1) Straight Salary; (2) Drawing Account, usually deducted from total earnings when paid; (3) Straight Commission, based on a percentage of sales; (4) Incentive Plan, combined with one of the other methods for attaining certain quotas or goals.

The straight commission and bonus plan is quite often preferred by the top salesmen because there is no limiting factor on their earnings other than their own initiative and efforts.

PRACTICE:

The best ball players, the best musicians and the best in any field become the best only through constant practice to develop their skills. You, as a salesman, will have to practice the application of your skills in order to remain a success in the field. The rewards of constant practice pay off in being a recognized leader in your chosen field, whether it be sports, music or selling.

THE FUTURE OF SELLING

PROSPECTS OF SUCCESS FOR A SALESMAN:

The man who decides on selling as a career can be assured of his future and of obtaining the most in the way of compensation, security and material things.

A good salesman will always be in demand, and he can look forward to steady advancement based on his ability to perform. A salesman's earnings are limited only by himself. The bigger companies are constantly on the lookout for training directors in sales, sales promotion specialists, branch managers, department managers, etc. In fact, the top managers of companies have quite often come up through the ranks as salesmen.

With the increasing development of new and better products, the customer is continually requiring more in the way of improved products and service. This demand increases the requirements for more and better salesmen.

Because of the increased customer requirements, many of the large companies are paying their salesmen two to five times as much as their employees of other categories.

General business depressions have little effect and do not create hardship upon the competent salesman. In fact, it is times such as these that quite often place the competent salesman in greater demand than ever.

Mr. Molloy says, "You either like this business or you hate it. It's a special kind of business. If you like the fast arena, where you plan a new war game every single day of the year, preparing to do better than your competition, then there is nothing quite like retailing."

The field is full of excitement, challenge and reward. It is BIG. It is a MULTI-BILLION-DOLLAR BUSINESS. The rate of advancement to the top in retailing is greater than in most other fields and is open to the competent, well-trained salesman. The demand for good salespeople will always exceed the supply.

SATISFACTION FROM SELLING:

Because of the fact that salesmen deal with people and have direct contact with the public, including some important and interesting people, they will derive more satisfaction daily than that enjoyed by people in other walks of life. There is considerable freedom of action granted to a salesman, which enables him to develop the best within himself in the way of initiative. He is able to compete for prizes and bonuses, the winning of which give him a great deal of visible recognition and self-satisfaction in a job well done.

There is nothing quite like the feeling of having a customer come in while you are busy and have him decide to wait for you to serve him rather than letting another salesman take care of his needs.

OPPORTUNITIES:

Selling is so important to a company that without it, the company would soon fail. The prime responsibility of keeping a company profitable rests with its salesmen. This increasing importance of the salesman creates many opportunities for advancement to the alert, well-trained salesman.

SELLING AS A PROFESSION:

Salesmen are now beginning to be recognized as professionals along with doctors, dentists, lawyers, accountants,and insurance salesmen (Chartered Life Underwriters). The reasons that selling had not previously attained a professional status are that standards have not been established, courses of study are few and examinations for proficiency are not administered. When standards are developed and become universally accepted, then the field of salesmanship will assume its rightful place as a recognized profession. This time is rapidly approaching, as more and more companies are demanding better qualified and better trained salesmen.

One thing that needs to be developed to assist the field of salesmanship in attaining professional status is the salesman himself. He must adopt the attitude that he is engaged in a profession and make every effort to conduct himself as a professional in the eyes of the public. The salesman needs to continue his studies in the latest methods of salesmanship in order to maintain his proficiency and ability. Since other professions do this, you as a salesman seeking professional status must do likewise.

Analyze yourself periodically throughout your career as a salesman and look for those weaknesses that you can overcome. Set yourself a course of continuing professional advancement and improvement. You will benefit as an individual for having strengthened yourself, and you will benefit by your advancement in position as well as in monetary compensation.

Some of the benefits to you as a successful salesman are the feelings of accomplishment you receive knowing you are performing a most important function in the economy of your country and are able to take good care of your family at all times. These are worthwhile reasons to enter the field of salesmanship. You can be proud of being a good salesman.

GETTING A SELLING JOB

GETTING A JOB WITHOUT SALES EXPERIENCE:

After completion of this training you will be equipped to apply for a job in selling. The following tips should be remembered when planning your first venture into the sales field:

1. Choose your prospective employer on the basis of what he sells and his reputation in the community.

2. Plan your interview with the prospective employer the same way as you would in selling any product. However, this time, the product you are selling is YOURSELF. This will be your first opportunity to put into practice the principles of salesmanship that you are going to learn in this course.

3. In the beginning, avoid a selling job that pays a commission only. Later on, as you become more proficient in selling, you may want to try straight commission selling, but now, you must have the security of some guaranteed income. You cannot afford the discouragement that sometimes befalls the man starting a sales career on a straight commission basis.

4. Start your career in the retail selling field. A store counter is an excellent place to gain the experience that you need. Behind it, you will learn how customers react, you will become proficient in handling them, and during your early stages, there will be someone available to give you guidance. You will be able to compare the sales you made with those of other salesmen, thus affording you the opportunity to note your daily effectiveness. You will be surprised how rapidly you can become proficient.

CREATING A SELLING OPPORTUNITY:

After you have been selling for a period of time, you will build what is known as your "sales volume." This means that over a given period of time you are able to sell a certain amount of dollars in sales. When applying for a better job in selling or when being considered for a promotion, your "sales volume" will be an important determining factor. Your sales record will command attention. Most employers are constantly on the lookout for the man who is establishing a good sales record. The greater your effort to improve your selling methods and your sales volume, the greater will be your opportunity for advancement. YOU HOLD THE KEY TO YOUR SUCCESS.

RESOURCEFULNESS:

A definition of resourcefulness is, "being good at devising better ways of doing something." Throughout your training and later on in your career, constantly try to think of better ways or approaches to increase your sales rate and, thereby, increase your value to your employer. This is one field where you will have the opportunity to practice resourcefulness. Your efforts will not go unnoticed. Remember, all companies need good salesmen with good sales volume records.

THE SALESMAN

PERSONAL QUALIFICATIONS:

The following personal qualifications are considered to be of utmost importance to the man who desires to be a salesman. He should make every effort to improve in each of them:

1. Health - Selling is an active profession, and because it is, it demands the best of health. You should form good health habits through

   (a) Proper eating
   (b) Overcoming physical handicaps
   (c) Cultivating good attitudes
   (d) Including exercise, rest, play, proper clothing and correct posture in your health habits improvement

2. Speech - Good speech is essential in convincing a customer and closing a sale. You should form good speech habits.

   (a) Avoid use of slang and swearing
   (b) Improve your vocabulary
   (c) Avoid high-pitched, shrill speech that detracts from persuasiveness in your sales talk
   (d) Speak courteously at all times. Many sales have been lost due to discourtesy

3. Self-Confidence - This trait overcomes fear and feelings of inferiority. It can be developed by:

   (a) Improving your knowledge of yourself, your company and the product you are selling
   (b) Not being timid. You are performing a much-needed service that is highly respected. You must take pride in your work.
   (c) Read and keep yourself informed on daily current events. Knowledge is a natural enemy of inferiority.

4. Persistence - Salesman persistence overcomes customer resistance. Persistence can be obtained by:

   (a) Developing an interest in your work. If you do not express interest, your customer will not be convinced, and your sale will be lost.
   (b) Set yourself a goal. List traits and habits that you must achieve for success as a salesman. Work on each one until you have mastered it. Do not give up. When you master one, go on to the next. Each step is a link in the chain of persistence.

ASSETS AND LIABILITIES:

Every person has certain assets and liabilities. We are not considering such things as money and property. We are considering those qualities which contribute to the success or failure of the salesman.

1. Assets - Good character, temperament, physical development, intellectual development, social development, job knowledge, interest and motivation.

2. Liabilities - Slovenly appearance, poor posture, poor speech, laziness, discourtesy, sullenness, poor attitude toward job and lack of knowledge of product.

You must practice improving your assets and eliminating your liabilities. This is no easy task. It will challenge your persistence, but it will pay off in the achievement of your goal. These same factors can be applied to whatever career interests you may have.

INADEQUACIES OF SALESMEN:

Research and surveys have revealed the following inadequacies of salesmen which have contributed most to their failure:

(a) He does not understand his product and how it compares to a competing product.
(b) He doesn't keep promises made to the customer.
(c) He criticizes competitors.
(d) He has a poor attitude toward his job, product and company.
(e) He is obnoxious in his speech and mannerisms.
(f) He mishandles adjustments and complaints.
(g) He lacks interest in the customer's problems.
(h) He is neither accurate nor punctual in submitting required reports.
(i) He is an "order-taker," making no effort to sell.

STATISTICAL FINDINGS:

There is no significant evidence that education makes the difference between the good and the poor salesman. The college graduate who does not have the interests and traits necessary for good salesmanship will not succeed. On the other hand, the man who takes an interest in selling and has acquired the necessary traits can become a top salesman. This does not mean that you should not try to improve your education. Strong interest and aptitude for selling, coupled with continuing effort towards self-improvement, including education, is an unbeatable combination.

Research indicates little evidence that married salesmen are better at selling than those who are single, widowed, separated or divorced. True success in selling depends upon the man's ability and interest in selling, not his marital status.

WE HAVE NOW COMPLETED THE STUDY OF SELLING AS A CAREER. FROM HERE ON WE WILL STUDY THE PRACTICAL APPLICATIONS OF SALESMANSHIP AND HOW YOU WILL DEVELOP THOSE FACTORS NECESSARY TO SUCCESSFUL SALESMANSHIP.

FUNDAMENTALS AND PRACTICES OF SELLING

FORMULAS FOR SELLING:

You would find, if you were to talk to some of the top salesmen, that though their formulas differed, they all became successful because they developed their own particular practices, or processes. Even the baseball player and golf pro have learned and mastered certain fundamentals, or rules. They use and practice these rules constantly, but each batter and each golfer develops his own particular "style." This is also true of a salesman.

FIVE FUNDAMENTALS OF SELLING:

The following five fundamentals can be applied to almost every sales situation. We will list them, study them, memorize them, and learn to apply them. They are:

1. Knowledge of, and belief in, your product or service.
2. Knowledge of your customer, his needs and his wants.
3. Help your customer recognize his needs.
4. Convince your customer of his needs.
5. Closing the sale.

We will now study each of the five fundamentals and try to determine what they mean. You must pay close attention to this phase of your training because, when you take your place in the field of selling, you will find that it is of the utmost importance. In fact, should you fail to make a sale, you will find, through analysis of the situation, that YOU failed to apply one or more of these fundamentals.

1. Knowledge of, and belief in, your product or service.

Some examples of what you need to know in order to have adequate knowledge of your products are:

a. Use of the Product - How is it used? Can it serve more than one purpose? How will the customer benefit from its use?

b. Construction - How is it made? What is it made of? What are its best features?

c. Economy: Is it economical and, if so, why?

d. Easy to Use: Is it easy to use?

e. Lasting Qualities: Is it made of better material? What gives it special lasting qualities?

f. Color: Does it come in more than one color?

g. Economical: Will its use save money?

h. Guarantee: Is it guaranteed? If so, for how long?

i. Service: If it should require service, does your store have the parts and facilities to service it?

j. Price: How does it compare in price to other brands?

k. Sizes: Does it come in more than one size? Is there an advantage in getting a larger size?

l. Maintenance: Does it require a minimum amount of care? Can the maintenance be performed by the customer? How often does it require maintenance?

m. Emphasize the features of your product that are special to the brand you sell.

n. Is there any advantage in buying your product in quantity?

o. How does your product compare with other brands?

The above are some of the things you need to know about your product in order to make your sales talk effective. Now, you are probably wondering where you will be able to obtain such information regarding your product. There are many sources, including the following:

a. Examine the product carefully, giving special attention to the information on the label.

b. Test it yourself to see if it is easy to use. This knowledge will be helpful in your customer demonstrations.

c. Read about your product in magazine advertisements. You will often find some valuable selling points there.

d. Ask your department head to explain any important features.

e. Talk to other salesmen. They may be able to point out some special features that they or their customers have noticed.

f. If the product has a users' manual or instruction booklet, read it carefully for information on service and care required, special features, correct operation, etc.

After you feel that you know and understand your product, examine it from the customer's standpoint. Sell yourself on the product and its desirability. If you are completely sold on the product yourself, your enthusiasm will be reflected in your sales talk. This enthusiasm will be passed on to your customer, making your sale much easier.

2. Knowledge of your customer, his needs and his wants.

The customer is the person you serve and sell to. He is not dependent upon you. YOU are dependent upon HIM. The customer is not someone with whom you argue. No salesman ever won an argument with a customer. You are not doing the customer a favor by serving him. He is doing you a favor by presenting you with the opportunity to serve him.

The customer, or consumer, of today is better informed on product sales stories through newspaper and magazine advertisements, radio and television. For this reason, you as a salesman must know your product and customer.

Discover your customer's needs and wants by asking questions. For example, a customer approaches you and says, "I want a shirt." At this point, all you know is that the customer wants a shirt, but you do not know his specific needs. You have to ask him, "What type of shirt, dress or sport? Long sleeve or short sleeve? Neck size? Sleeve length? Type of cuff? What color does he prefer?" Perhaps he hadn't thought of these things until you asked him. When you ask him such questions, you are performing a service to him, and you are showing him that you are knowledgeable of your product and aware of his needs. He will respect you for it. You would quickly lose him as a customer if you pushed a stack of shirts at him and said, "When you find what you want, let me know."

3. Help your customer recognize his needs.

Quite often a customer will approach you with a statement such as, "I would like to buy a radio." Now that isn't much to go on, is it? This is a situation where you must help the customer recognize his needs. How do we go about it?

You might say to him, "Here is a nice little radio, and it is only $19.95. You can't go wrong for such a low price." Perhaps he buys it. He takes it home, and after listening to it for a short time, he finds that he is not satisfied with it. Chances are that he will not return to you for future purchases because you sold him a product with which he was not satisfied.

The correct approach to the same situation would be: "Do you enjoy good music? We have a model here that is AM/FM. You know, we have three good FM stations in this city, one of which operates 24 hours a day with excellent musical and sports programs. There is nothing quite like FM when you want to relax and enjoy good music, don't you agree? We have the same quality in a table model; however, if you have the room for this console, you will get greater enjoyment from it because the larger speakers give you a richer tone."

The customer has been made aware of his needs. Whether he buys the console or the table model, he will probably be pleased because you helped him recognize the fact that he really wanted a radio with the superior tonal quality of the FM set. He will not forget this. When he is ready to buy something else, he will come back to you. The results are that you made a better dollar value sale, but even more importantly, that you created a satisfied customer by serving him well.

4. Convince your customer of his needs.

The salesman must try to convince the customer of his needs. One of the tools of conviction is demonstration. Another is the use of words and phrases that incite enthusiasm and desire in the mind of the customer. You might compare this to a picture. It has often been said that a picture is worth a thousand words. Let's look at an example.

You have been showing an iron to a woman customer. She listens to you and then says, "It's a good iron, but I can't afford it." You can accept her answer and let her walk away, but you might lose a sale. Perhaps that same day she bought an iron from your competitor because he was able to convince her of her need.

The correct approach to the same situation would be: "We have irons at a lower price, but let's compare them. The iron that I just showed you is made of the newest materials and is very light in weight. A difference in weight of six ounces may not appear to be very much, but when you do a great deal of ironing, you will find that not only will your ironing be easier but your wrist and arm will not become tired. Why not make ironing easier on yourself?" The customer will probably buy the iron because she has been made to picture her ironing becoming a lesser problem. Her previous concern with price has disappeared in the light of greater comfort. Your good salesmanship has created a satisfied customer--one who will not forget you in the future when she is in the market for something else.

5. Closing the sale.

Closing the sale is the last of the fundamentals, but it is a very important one. In fact, it is the deciding factor as to the effectiveness of your sales talk.

You have no doubt heard that there are salesmen who could not close the sale. The truth of the matter is that they aren't really salesmen. Failure to close the sale means that you have failed somewhere in your practice of the other five fundamentals. It is generally agreed upon that many sales are lost because the salesman does not ask for the order.

VALUE OF PLANNING:

Planning your sales approach is one of the basic steps in good salesmanship. The salesman who blunders into his sales talk is generally unsuccessful in making the sale. Planning consists of such things as developing all the facts about your product so that you will be well prepared for any questions that your customer might have. It also includes reviewing in your own mind the five fundamentals that we have learned. When you do these two things, you will have no difficulty in selling your product.

"TIMING" IN SALES WORK:

Timing in your sales talk refers particularly to questions you may ask of the customer or statements you will make. For example:

The closing of the sale requires you to ask for the order in some way. You must be sure that you do not ask too soon in your sales talk for you will not have covered all the important factors that you feel will convince the customer to buy. When to mention the price is something that many salesmen fail to understand. You should avoid discussion of price until you reach the point of asking for the close. Doing so earlier can cost you the sale because the customer will have the price on his mind while you are trying to sell him on the good points of the product.

Timing also means when to stop selling. By this we mean that you can overdo your sales talk by continuing to "sell" the customer when he has already been sold and is waiting for you to ask him to buy.

SELLING YOURSELF:

In order to be a successful salesman, you must sell yourself to the customer. This means several things. You must, as we mentioned earlier, sell yourself on your product. You must go further than that though, by developing your appearance, personality and ability to make friends. Why, you might ask?

You must sell your employer on your effectiveness as an employee. You must sell yourself to your fellow workers as a friend and good fellow employee. You must sell yourself to your customer as being knowledgeable, friendly and courteous with the desire to help him in his decisions to purchase. Constantly review yourself to be sure that you measure up to these standards.

SALES AIDS (KNOWING YOUR PRODUCT)

TYPES OF SALES AIDS:

Most companies and employers provide their salesmen with excellent sales aids. The aids are designed for the important function of giving the salesman as much assistance as possible in selling his product. The wise salesman uses the ads to advantage in preparing his sales presentation. He recognizes the fact that a great deal of time, money and ingenuity was required to develop the aids and that no company would go to that much trouble if the money and effort was not worth it. There are salesmen who do not and will not use the aids provided them. They are easily recognized because they are generally unsuccessful. Sales aids take many forms, among them being:

1. Sales Manuals, Product Manuals, Service Manuals
2. Advertising
3. Visual Sales Aids
4. Demonstration Material
5. Standard Sales Presentations

We will study and analyze each of the above types. We will see how using the various types will enable us to be better salesmen.

SALES MANUALS:

The sales manual, as we will use the term, is the manual which is made available by your employer. It could be considered supplemental sales training, and it is not generally concerned with a specific product. The sales manual usually covers the following subjects:

1. Your Opportunities with the Company
    a. What the company expects of you as an employee.
    b. What you may expect of the company as your employer.
    c. Your opportunities for advancement in the company.
    d. Basis of compensation.
2. The Company Background
    a. Its history, growth and future.
    b. The present organizational structure.
    c. Your place in the organization and its relationship to other elements of the company.
3. The Company's Products and Services
    a. What they are.
    b. Pricing policies.
    c. Guarantee policies.
    d. Service policies.
4. Records and Reports Required of You
    a. Detailed illustrations of reports and records.
    b. Instructions for preparation.
    c. When they are required and what their distribution is.

5. Sales Policies

   a. Credit policies.
   b. Claims, adjustments and returned merchandise policies.

PRODUCT MANUALS:

The product manual is the manual which lists in detail the products and/or services in which the company deals. In addition to listing them, it devotes separate sections to each product or service and covers them in descriptive detail. This is the manual that will give you the sales points pertaining to the product with which you should become thoroughly familiar. It enables you to prepare a knowledgeable sales talk that will meet customer expectations.

SERVICE MANUALS:

The service manual contains such information as installation instructions, care and maintenance instruction, operating instructions and warranty/guarantee policies. Reading this type of manual will enable you to better understand your product, thus allowing you to answer pertinent customer questions.

ADVERTISING:

The advertising portfolio generally consists of personal business cards, copies of newspapers, magazines, pamphlets or flyer advertisements. The material contained in the portfolio is intended to supplement your other sales aids and not to replace them. It shows your customer the extent to which the product is advertised and recognized, on both a local and national level.

Advertising is used to bring to the attention of potential customers notification of special sales and sales events.

Advertising is used to publicly compare a company's products or services to those of a competitor: for example, the advertisements of "Hertz," "Avis," Ford Motors' "Mustang." A few years ago, it was unheard of to publicly compare one's products or services.

VISUAL SALES AIDS:

Visual sales aids have become quite popular in recent years. Usually, they are not used in retail selling, but you should have an understanding as to what they are. There is one type that is used frequently in retail selling and that is the "flip-chart" or easel type of sales presentation. Other types include film strips, slides and sound slide films. This type is generally used for presentation to groups of prospects, rather than an individual customer.

DEMONSTRATION MATERIAL:

Demonstration materials, often referred to as demonstration devices, generally fall into three categories (a) samples, (b) models, (c) exhibits. All three categories are very effective, but, again, it must be pointed out that all products do not lend themselves to this type of presentation. An example of the use of samples is: You are selling a new candy product in your department, and the manufacturer has provided you with several sample pieces to offer to your potential customers to taste in order to entice them to purchase. An example of the use of models is: You are selling combination windows in the home modernization department and are provided with a miniature working model of the window to show your customer how the full-size product works. An example of the use of exhibits is: You are selling household cleaning products for your company. The company takes a booth at a home remodelling show and stocks it with all the items of interest to a person visiting the show. This concentration of items is known as an exhibit. You will normally be on hand to explain the items and take future orders from the viewers.

STANDARD SALES PRESENTATIONS:

These are often referred to as "canned sales talks." Some salesmen do not like this approach because they feel that it takes away from their initiative. These presentations are essential for certain types of products, particularly in those cases when it is necessary to cover certain points in exactly the same sequence each time.

Some salesmen develop a "standard presentation" on their own. This has its advantages when properly applied. The advantages are that it enables the salesman to develop, from several varied presentations, one that he has found to be most effective in his sales. Such a presentation should be used with care because a salesman can become rather like a "robot" in his sales talk, causing him to lose his customer's attention and interest. Only experience will tell a salesman whether he can use the standard presentation with success.

Some produce manufacturers have developed "standard sales presentations" for their product. It is generally true in these cases that the presentation has been tried and found to be successful and should be followed by the salesman. The objective of such a presentation is to prevent intentional or unintentional misrepresentation of the product.

USING SUGGESTION IN SELLING

APPLICATION OF SUGGESTION IN SELLING:

In developing your abilities of salesmanship, you find the tool of "suggestion" to be quite valuable in making your sale. This is generally done by appealing to the customer's sense of habit, emotion or attitude. You have often heard about the "Power of Suggestion" being a powerful force. It can be compared to "painting a picture in the mind of your customer."

An example of the power of suggestion at work on an individual is: You place a plank, 4 inches thick by 12 inches wide by 20 feet long, across two saw horses and ask a person to walk across the plank. He looks at the plank and sees that it is solid and sturdy and will support his weight, so he will walk across it with full confidence and courage. Take the same plank and place it across two buildings ten stories high and the chances are that the person will hesitate. Indeed, he will probably not attempt to walk across. In reality, nothing has changed except the height. The plank is just as strong and sturdy but a different picture has been painted in the mind. The person now sees potential danger and injury to himself because he may fail.

Another example of the power of suggestion applied to selling is: You are selling tires in the store, and a customer asks to see what you have in the way of a cheap tire. Your store carries them but you are intent on not only selling him a better grade of tire but also rendering him a service. You suggest to him that the cheaper tires can be a poor bargain, by pointing out (or painting the following picture in his mind): A motorist with a poor grade of tire can have a blowout while traveling at a high rate of speed on an expressway, causing severe damage to his car and possible injury to himself and other passengers. Now change the picture to using the better grade tire which has blowout-proof safeguards, allowing the driver to keep his car under control. The vivid picture of the consequences of a blowout will be strong in his mind; in fact, he may even recall such a thing happening to an acquaintance of his. Most likely, he will decide to buy the better grade of tire. The power of suggestion at work again. Powerful, isn't it?

NEGATIVISM:

Some people have a habit of being negative in their response to suggestion. For example: After greeting a customer, you say to him, "Today is certainly a nice, sunny day." He will respond by saying something such as, "It's not over yet. It's probably going to rain this afternoon." You will find that he will react with a negative attitude regarding certain statements in your sales talk. If you suspect that you have this type of customer on your hands, you can verify it by making a statement about the outcome of a particular ball game or some other topic. If he takes the opposite stand in each instance, you will most likely have to use a different approach in order to create a positive response on his part. For example: You are selling shirts in a men's store and you have a customer who appears to be of the negative response type. You say to him, "We have some very fine Arrow Shirts but perhaps you are more interested in our lower-priced bargain shirts." If he is truly the negative type, he will probably say, "No, I only want the best." However, if he agrees with you about the low-priced shirts, you will have to have an effective sales talk in order to point out to him the advantages of the better shirts.

ASSOCIATIVE SELLING:

Associative selling may be defined as selling items that are related to the main purchase of the customer. For example, if a customer has bought a shirt, you try to sell him a necktie to go with the shirt; if he has purchased some smoking tobacco, you try to sell him a new pipe. There are, no doubt many other examples of associative selling. Let's each try to think of one.

(NOTE TO INSTRUCTOR: Have each student give an example.)

Associative selling is not only a means to increase your sales volume and record but also a way of performing a service to the customer by suggesting the purchase of an additional item which he may not have thought of at the time of his original purchase.

USE AND PRACTICE ASSOCIATIVE SELLING WHENEVER POSSIBLE. IT IS EFFECTIVE!

QUALIFYING THE CUSTOMER

PURPOSE OF QUALIFICATION:

Qualification serves two purposes: One, it satisfies the salesman that the customer needs his product or service, and, two, it makes the customer realize that he needs the product or service.

CUSTOMER NEED FOR YOUR PRODUCT:

In qualifying your prospect as a buyer of your product, you must determine whether he has a need for the product. An example of this phase of the qualifying procedure is as follows: You are selling hearing aids in a department store. A man approaches you and looks at the hearing aids in the display case. After greeting him courteously, you ask him about his hearing problems. If he tells you that he has experienced a loss of hearing in his left year, you know that the man has a need for your product. If he says, "I don't have any hearing problems. In fact, my hearing is perfect, but I was just curious when I noticed your attractive display." Now you know that this man is not going to buy a hearing aid because he does not have a need. You will remain courteous but will not waste your time trying to sell him something for which he has no need.

MAKING THE CUSTOMER RECOGNIZE HIS NEEDS:

We will now see how to help a customer recognize his need. Let's go back to the situation above. You are a salesman selling hearing aids. A man approaches you and looks at the hearing aids in the display case. You greet him courteously and ask him what hearing problems he has. He tells you that he has noticed that he seems to be losing some hearing in his left ear, but he doesn't know whether he needs a hearing aid. Now you have the opportunity to help him recognize his need. You take out one of the hearing aids, show him how to use it and invite him to try it. While he does this, call his attention to the difference the hearing aid makes in his ability to hear better, as well as the self-confidence he will regain by knowing that he will be able to hear all that is being said to him. Thus, you have helped him realize his need for proper hearing.

IMPORTANCE OF BENEFIT TO THE CUSTOMER:

The benefit your customer is to receive from your product is of great importance in making the sale. You should discuss the features of your product from the standpoint of their benefit to your customer. This small effort can mean the difference between making or losing a sale. Let's see how this can be applied in the following example: You are selling electric irons of many brands and prices. Naturally, you want to sell your highest-priced iron. A woman approaches you, wanting to see your $5.95 irons. First, you determine her need, which is that her old iron no longer works. Then you show her the iron she requested to see plus a high-priced, lightweight steam iron. You must now show her the benefits of buying the more expensive iron, through a sales talk along the following lines: "You have, no doubt, noticed that this $5.95 iron is almost as heavy as your old iron. Just lift this $11.95 iron and notice how much lighter it is. And, it's a steam iron. This feature will eliminate sprinkling clothes before ironing. It makes ironing smoother and less tiring and also cuts your ironing time." She will probably purchase the higher-priced iron because you have convinced her how she will benefit from it.

NEEDS AND WANTS:

We pointed out earlier that we must help a customer recognize his need. In addition, we must make him want the product we are selling. You can talk all day to a customer about his need for your product and even get him to agree with you, but he still may not buy it. Generally speaking, failure to make a sale may result from failing to make the customer realize he will benefit from buying the product. These benefits range from saving money and time to health and physical benefits. Remember, it is your responsibility to point out these customer benefits.

CONVINCING YOUR CUSTOMER

IMPORTANCE OF CONVINCING YOUR CUSTOMER:

Success in making the sale depends on how well you aim your sales talk toward convincing your customer to buy. If your customer is convinced, he will buy your product. A great many sales have been lost because the customer is not convinced. How do we convince our customer? What do we mean by convincing?

First, we must determine if the customer has the need for the product. Then, help him recognize his need, and show him the benefits he will gain by buying our product. Now, we must convince him that our product is the one that he wants.

INTERRUPTIONS AND OBJECTIONS:

When you are in the process of selling a customer your product, you may be frequently interrupted by questions and objections on the part of the customer. When you are interrupted, you should try to quickly return to your presentation. Interruptions take many forms: Another salesman interrupts you while you are talking to your customer; the customer's child has strayed off to another part of the store; a customer's friend noticed him and stopped to talk to him. Your goal is to GET BACK TO THE SALES PRESENTATION AS QUICKLY AND SMOOTHLY AS POSSIBLE. If the interruption is due to a question by the customer, satisfy the question as quickly as possible and get back to the important points of your sales talk, while working in the answer to the question.

Customer objections take many forms--"The price is too high," "Your competitor has a better product," "I don't think your product has any advantages over the one I saw at Jones' Department Store and theirs was cheaper." The manner in which you answer a question or an objection will determine how well you convince the customer that he wants your product. Be sure you answer his objections regarding the higher price of your product by pointing out the various features which make it more expensive but also more beneficial. DO NOT CRITICIZE YOUR COMPETITOR! Use what is known as the "YES, BUT" approach in your answer. For example, "YES, you are right, Brand X is a little cheaper than ours, BUT, let's look at the extra features we have to offer for just a little more money." Now show him point for point why your product is the one that he wants. CONVINCE him, and you will make the sale.

Study your product well, and be prepared to answer any questions or objections your customer may have. Anticipate your customer's questions or objections, and develop convincing reasons why your product is the one that your customer should buy.

HOW TO USE DEMONSTRATION

PURPOSE OF DEMONSTRATION:

The true purpose of demonstration is to convince. The mere showing of a product, although necessary, is not a true demonstration. A true demonstration is one that appeals to the natural senses of the customer. These five senses are: Sight, Hearing, Smell, Taste, Touch.

In order for your demonstration to be convincing, it must appeal to one or more of the above-mentioned senses. The more senses that your product appeals to, the better your chances of being convincing. For example: When you are selling candy or food, you can appeal to the sense of sight, if your product is attractive in appearance and packaging. If the candy or food has a pleasant odor, you have appealed to the sense of smell. Letting the customer sample a piece of candy to see how good it is, appeals to his sense of taste. Letting him hold a piece in his hand to demonstrate its new non-stick and non-melt coating, appeals to his sense of touch. You have appealed to four of the five natural senses. If your customer likes what he has seen, smelled, tasted, and touched, you have made a sale.

REASONING:

In addition to appealing to the five natural senses, the salesman should attempt to help the customer participate in the sale by letting him evaluate and sell the product to himself. For example: After demonstrating a noiseless typewriter to your customer, allow him to evaluate on his own the benefits of a silent typewriter. This typewriter causes less distraction in an office, thereby allowing better working and thinking conditions. Considering these factors may cause the customer to sell himself on the product.

You will find that your number of sales will increase when you develop your sales presentation so that it appeals to as many of the five senses as possible and when it allows your customer to participate in the sale through his own evaluation of the product.

CLOSING THE SALE

CLOSING: THE FINAL STEP IN THE SALES PRESENTATION:

Your entire sales presentation is geared toward getting the customer to buy your product. Your objective is his agreement to buy. Reaching this agreement is known as closing the sale. There are two ways of closing a sale: the DIRECT CLOSE and the INDIRECT CLOSE. We will study both types, since it is sometimes necessary to use both of them before a customer agrees to buy.

DIRECT CLOSE:

Normally, the direct close is used when the customer has shown sustained interest throughout your sales talk. The "close" can come at almost any point in your sales talk, and not necessarily at the end. Know when to stop selling and when to begin closing your sale. You should try to close the sale as early as possible or at the point when you feel the customer is ready to buy. Asking for the sale is usually done by asking questions leading up to the purchase. Never ask a question that can be answered with a "Yes" or "No." If a customer should say no, then his interest and the sale are probably lost. Always phrase your questions in such a way that the customer must make a decision between two different ways of acting. For example: While demonstrating a Hi-Fi Console to your customer, you note his obvious interest and begin to close the sale by asking questions such as the following: "Do you prefer the Blond Maple cabinet to the Dark Mahogany?" After telling you which one he prefers, you might ask, "Would you like it delivered Thursday afternoon or would you prefer if it were delivered on Saturday afternoon?" When he answers this question, he has given you positive indication of his readiness to buy. You may then begin filling out the order book while asking, "Do you wish to pay cash or do you want to budget it over a period of months?" Again, he must make a decision. As you are filling out the order blank, answer any additional questions that he might have but do not bring up any new points. Save them, in case he isn't quite sold on your product. Do not give up the sale unless the customer says with determination that he will not buy.

INDIRECT CLOSE:

The indirect close may be described as making your customer agree on several minor points of your product throughout your sales presentation. Each agreement on lesser points may lead up to a closing of the sale.

ART OF PRICE QUOTING:

The salesman should avoid discussing the price during the early stages of his sales talk. Discussion of price may cause the customer to decide not to buy before you have had the opportunity to completely sell him. Although this isn't always possible, mention the price when you are ready for the customer's signature in the order book. However, if the customer asks for the price immediately and feels it is too high, you should attempt to convince him otherwise, before resorting to a lower-priced model.

SITUATIONS IN CLOSING SALES:

Your sales presentation will generally fall into four categories, according to customer reaction. They are as follows:

1. The customer shows no interest in your presentation and does not buy.

2. The customer shows interest but still does not buy.

3. The customer shows a small degree of interest but he buys.

4. The customer shows a great deal of interest and buys.

You, as a good salesman, should be able to recognize early in your sales presentation which category of customer you are dealing with. We will discuss each category and how it should be handled. Let's begin with the customer who shows no interest and does not buy. This type of customer is easily recognized because he is usually argumentative, sarcastic or antagonistic during the course of your sales talk. Even so, try, several times if necessary, to close your sale. If it becomes apparent that he is not interested in buying, stop selling, thank him courteously and suggest that perhaps you may be of help to him in the near future. DO NOT ARGUE WITH HIM. REMAIN COURTEOUS. You didn't make a sale, but, more important, you didn't make an enemy. Perhaps, after reconsidering your sales talk, this customer may return and buy your product!

When a customer shows interest but still does not buy, you must find out why he is unwilling to buy--Did you discuss all his questions or objections? Is the price more than he can afford to pay? Does he really have a need for your product? Whatever the reason, help him to decide to buy.

Be on the alert for a customer who buys your product even though he showed only mild interest in it. This type of sale could boomerang by having the customer return the item for credit or refund. The best way to handle this situation is to make sure he is completely satisfied with his purchase and has no doubts about keeping the product.

The ideal customer is the one who shows sustained interest throughout your sales talk and then buys your product. He asks frequent questions and is usually receptive to your suggestions of buying related items. He welcomes your interest in his needs.

REMEMBER: DO NOT ALLOW YOURSELF TO GET INTO AN ARGUMENT WITH A CUSTOMER.

WHEN YOU FAIL TO CLOSE A SALE, REVIEW THE SITUATION AS SOON AS POSSIBLE TO DETERMINE WHERE YOU MAY HAVE FAILED. IF YOU FIND THAT YOU FAILED SOMEWHERE IN THE PRESENTATION, CORRECT YOUR SALES APPROACH. IF YOU ARE SURE THAT YOU DID EVERYTHING POSSIBLE TO MAKE THE SALE AND YOUR PRESENTATION HAD NO FAULTS, CHANCES ARE THAT THE CUSTOMER HAD NO INTENTION OF BUYING. REMEMBER THAT YOU WILL NOT CLOSE EVERY SALE, BUT BE CERTAIN YOU ARE NOT AT FAULT.

CREATING GOOD WILL

DEFINITION OF GOOD WILL:

Good will refers to your customer's favorable attitude toward you, your product and your company. You cannot buy a customer's good will. You must earn it. To do this you must be courteous, friendly and honest about your product with him.

THE PRODUCT:

Make sure that your product meets your customer's need. Do not represent it falsely.

YOUR COMPANY:

Be loyal to your company and reflect this loyalty in your dealings with your customer. Do not mislead him with false company claims.

YOURSELF:

Be courteous, friendly and honest with your customer. Do not mislead or deceive him.

ADVERTISING:

Study your company's advertising concerning your product and its manufacturer. Do not attribute false claims to your product. If you notice any false advertising regarding the product, bring it to the attention of your employer. He will appreciate it because he knows that unless he maintains customer good will, he cannot remain in business.

SERVICE:

Explain your company's service policy to your customer. Do not make false service claims. Give prompt customer service, by either waiting on a customer or acknowledging his presence as quickly as possible, as well as immediate attention to all service problems. GOOD SERVICE MEANS GOOD WILL.

FOLLOW-UP AFTER SALE IS MADE:

When you see a former customer, ask him about his reaction to your product. This affords an excellent opportunity to listen to any suggestions or clear up any complaints, thereby building lasting good will toward you and your company.

PITFALLS TO AVOID

ORGANIZATION:

Avoid a disorganized sales approach. It can cost you many sales.

CREATIVE THINKING:

Avoid an unnatural sales presentation. Use creative thinking to develop original sales ideas.

CUSTOMER OBJECTIONS:

Avoid arguing with your customer when he offers objections. Answer all his objections courteously.

MOTIVATION:

Avoid displaying a careless attitude in your actions and words. Develop the enthusiasm and sincerity that serve as strong motivating factors toward increased sales.

COMMUNICATION:

Avoid slang, swearing and an unpleasant voice. Develop the habit of speaking cheerfully, courteously and honestly.

APPEARANCE:

Your personal appearance makes a lasting impression on your customer.

PERSONAL HYGIENE:

Keep your hair, hands and fingernails neat and clean and your breath odor-free. Be concerned with your personal hygiene.

YOUR PRODUCT:

Being knowledgeable about your product so that you are able to answer your customer's questions, aids you in making a sale.

EXAMINATION & REVIEW (PHASE I)

1. Give two definitions of retail salesmanship.
2. During what period of the business cycle does the real test of salesmanship come? Why?
3. What are some of the various ways of compensating salesmen?
4. How does selling today differ from that of past years?
5. What knowledge is necessary for effective salesmanship?
6. Explain knowledge of company.
7. What does knowledge of product encompass?
8. Where is the majority of retail selling done?
9. When should a salesman consider his selling job finished?
10. Name the personal traits which are important factors in the success of a salesman.
11. What are the opportunities for success in selling?
12. What is one of the biggest problems in retailing?
13. Name some sources of salesmen.
14. Where do the best salesmen come from?
15. Is selling an art or a science? Why?
16. Salesmen are born. Is this statement true? Why?
17. Name several types of salesmen.
18. What factor is common to all fields of selling?
19. Why do some top salesmen prefer straight commission selling?
20. How important is practice to a salesman?
21. What is the future of selling as a career?
22. How does a salesman's pay compare to that of other types of company employees?
23. Where do many of the top managers of companies come from?
24. How fast is the rate of advancement in retail selling?
25. Name some of the satisfactions gained in selling.
26. How important is selling to a company?
27. Name some of the worthwhile reasons for becoming a salesman.
28. Is selling a profession? Why?

EXAMINATION & REVIEW (CONT'D)

29. Should you seek a job as a salesman on a strict commission basis in the early stages of your career as a salesman? Why?

30. Where is the best place to start your career as a salesman? Why?

31. Explain the term "sales volume." What is its importance?

32. Define resourcefulness. Why is it important?

33. Name four personal qualifications of a salesman.

34. Why is health important to a salesman?

35. How can you overcome fear and feelings of inferiority?

36. How can you develop persistence?

37. Name the assets of the good salesman.

38. Name some of the liabilities to success in selling.

39. Name at least five inadequacies that have contributed to the failure of salesmen.

40. Is it necessary to have a college education in order to become a good salesman? Why?

41. Married men are better salesmen than single or divorced men. Is this statement true? Why?

EXAMINATION & REVIEW (PHASE II)

1. List the five fundamentals of selling.
2. List and explain at least ten things that you should know about your product or service.
3. Name at least four good sources of infomation about your product or service.
4. Why is it important to have good knowledge of your customer, his needs and wants?
5. Give some examples of knowing a customer's needs and wants.
6. How can you help your customer recognize his needs?
7. Give at least two examples of convincing a customer of his needs.
8. In general, what does failure to close a sale indicate?
9. Explain the value of planning in selling.
10. What is meant by "timing" in selling? Give at least two examples of poor timing.
11. Who are the people you should "sell yourself" to? Why is this important?
12. Name five types of sales aids.
13. Explain how each one of the five is important to you as a salesman and discuss, in as much detail as possible, how each aid can help you.
14. What is meant by the use of "suggestion" in selling? Give at least two examples in your own words. Do not use the example we have discussed in the text course.
15. What is meant by "negativism"?
16. How can you recognize an attitude of negativism in your customer?
17. What is a good way to overcome the negative attitude of the customer?
18. What is meant by "associative selling"?
19. Give at least three examples of associative selling. Do not use the examples in the text book.
20. Name four personal qualifications of a salesman.
21. Name at least five inadequacies which contribute to the failure of salesmen.
22. What factor is common to all fields of selling?
23. Name the personal traits which are important factors in the success of a salesman.
24. When should a salesman consider his selling job finished?
25. Salesmen and selling are not important to a company. Is this statement true? Why?

EXAMINATION & REVIEW (PHASE III)

1. What two purposes does qualification serve?
2. Give an example of a customer's need for your product. Do not use the example in the text.
3. How can you make a customer recognize his needs?
4. Explain the importance of a product's benefits to a customer.
5. What is the importance of convincing your customer?
6. What do you do when you are faced with an interruption in your sales talk?
7. What are some of the objections a customer may make while you are giving your sales talk?
8. Give an example of the "Yes, but" approach in overcoming an objection. Do not use the example in the text.
9. What is the purpose of demonstration?
10. Name the five natural senses.
11. Which of the senses should you try to appeal to? Why?
12. Give an example of appealing to the senses. Do not use the example in the text.
13. What part does reasoning play in making a sale?
14. What is meant by the Direct Close?
15. Give an example of direct close. Do not use the example in the text.
16. Explain the Indirect Close.
17. When should you discuss price in your sales talk?
18. Name the four situations generally found in closing a sale?
19. Explain each category and how it should be handled. You may use the examples mentioned in the text.
20. What should you do when you fail to close a sale?
21. What is the importance of creating good will?
22. Give at least four examples of creating good will.
23. Name at least five pitfalls to avoid.

VISTA ACTIVITY SCHEDULE – LORTON YOUTH CENTER

Class	Day and Time	Room	Name
Movie Discussion Group	Mon. 6 - 8	423-4	Mike Bohen & Ron Woods
Sociodrama	Mon. 7 - 8 and 9 - 10	418	Murray Epstein & Harris Neuman
Tutoring	Mon. 8 - 10	416	Mike Bohen
Mathematics	Tues. 4 - 5	416	Harris Neuman
Psychology	Tues. 4 - 5	418, 423-4	Murray Epstein
Tutoring	Wed. 3:45 - 5	416	Peter Howell
Driver Education	Wed. 6 - 10	423-4	Peter Howell, Harris Neuman & Ron Woods (until 8)
Negro History	Wed. 8 - 10	148	Ron Woods
Tutoring	Thurs. 3:45 - 5	416	Peter Howell
Psychology	Thurs. 4 - 5	418 423-4	Murray Epstein
Fine Arts (short story, music)	Thurs. 4 - 5	432-4	Murray Epstein & Peter Howell
Tutoring	Thurs. 6 - 10	418	Mike Bohen
Tutoring	Fri. 3:45 - 5	418	Peter Howell
Mathematics	Fri. 4 - 5	416	Harris Neuman
Drama	Fri. 6 - 10	423-4	Harris Neuman
Gavel Club	Fri. 6 - 8	418	Mike Bohen
Drama	Sat. 10 - 5	423-4	Harris Neuman
Discussion groups and Tutoring	Sat. 10 - 5	418	Murray Epstein
Arts and Crafts	Sat. 10 - 5	Diagnostic Depot	Peter Howell

VISTA ORIENTATION ITINERARY

Tuesday, October 25

11:00 - 12:30 - Housing and Lunch

12:40 - 1:40 - Introduction to project director and staff; discussion of purposes of project, youthful offenders, legislative act in relation to D.C. court system.

2:00 - 2:50 - United Planning Organization (Center #2) Mr. Butts, Assistant Director

3:15 - 4:00 - Southeast Employment Center

5:00 - 5:30 - Tour area being served by the Neighborhood Program and Employment Center

5:30 - - Dinner

Wednesday, October 26

8:30 - - Lorton Youth Center

12:00 - - Meet institutional staff, project training; tour other divisions, and Work Release Training Center.

12:00 - 1:00 - Lunch

1:00 - 2:00 - Meet with Mr. Sisson, Chief Classification and Parole Officer, to discuss some of the problems the men have to face in the home and how Project Challenge services may help solve some of these problems.

2:00 - 4:00 - Review record office procedures for using records, review project folders, discuss with employment counselor the relationship of employment and followup to the rest of the project, and discuss and review weakness in previous project.

5:00 - - Washington Office

5:15 - - Dinner

Thursday, October 27

8:30 - 9:30 - Visit Pre-Release Guidance Center

10:00 - 11:40 - United States Employment Service, Youth Office, Mr. Williams

12:00 - - Lunch

1:00 - 2:30 - United States Employment Service, Apprentice Program, Mr. La Cogey and Miss Roe will review application forms and requirements for entrance into the program and type of test given.

3:00 - 4:30 - Work Training Opportunity Center, Mr. Murry

4:35 - 5:30 - Visit housing projects in area of Work Training Center

Friday, October 28

9:00 - 10:00 - Introduction to Deputy Director, Department of Corrections

10:20 - 11:30 - Introduction and welcome to project by Mrs. Isabella J. Jones, Executive Director of the National Committee for Children and Youth

12:00 - 1:00 - Lunch

1:00 - 1:40 - Court of General Sessions

2:00 - 3:00 - Introduction to Mr. Lewis Nemerofsky, Project Officer, U.S. Department of Labor

3:30 - 5:30 - Discussion of week's activities and review which function each Volunteer will play in the project.

6:00 - - Dinner

AGREEMENT

This agreement, made this 8th day of June, 1966, by and between the National Committee for Children and Youth, hereinafter referred to as "NCCY" and the District of Columbia, a municipal corporation, acting by and through the Department of Corrections, D.C., hereinafter referred to as "District,"

WITNESSETH:

WHEREAS, NCCY desires to conduct a federally assisted manpower training program at the Youth Center, Lorton, Virginia, involving the counseling, testing, evaluation, training and job placement for certain inmates at the institution; and

WHEREAS, the District acting through its Department of Corrections which has responsibility for the administration and operation of the Youth Center, Lorton, Virginia, desires to the fullest extent consistent with its legal responsibility over the said institution to cooperate with NCCY in the conduct of a manpower training program; and

WHEREAS, the District has determined that the conduct of such a program is basically compatible with its rehabilitative programs.

NOW, THEREFORE, the said parties hereby agree as follows:

1. The District hereby agrees to cooperate with NCCY in the manpower training project to be conducted by NCCY at the Youth Center, Lorton, Virginia, pursuant to certain contracts between NCCY and the United States Department of Labor and the United States Department of Health, Education, and Welfare; does hereby permit, subject to the rules and regulations of the Institution, NCCY, and its staff members to enter the said Institution in order to carry out functions and duties in connection with the said project and will issue such persons appropriate identification cards subject to the right to request removal of any NCCY staff member not deemed suitable to serve within the Institution by the Superintendent of the Youth Center.

2. It is understood and agreed that the project to be conducted at the Youth Center will be the prime responsibility of NCCY; and further that the District acting through the Superintendent of the Institution will not restrict the operation of the program unless required because of security or treatment considerations.

3. The selection of all inmates to participate in the manpower training program shall be finally approved by the Superintendent of the Institution or by his designee.

4. All material and equipment purchased through the use of federal funds in connection with the manpower program previously in operation at the Institution will be made available to NCCY for the purpose of continuing training.

5. It is agreed and understood that close coordination and consultation will exist between NCCY and the Department of Corrections in all matters pertaining to project cooperation within the Institution.

6. NCCY agrees that in all reports prepared by it relating to the program, recognition will be given to participation in the program by the District.

7. It is further understood and agreed that when the contracts between NCCY and the federal agencies expire or are terminated, the District will in no way be committed to use appropriated funds to continue the program.

IN WITNESS WHEREOF, the parties hereto have executed this agreement as of the day and year first above written.

District of Columbia
(a municipal corporation)

by: (Signed)
Director
Department of Corrections, D.C.

The National Committee for
Children and Youth

by: (Signed)
Officer

Executive Director

DEPARTMENT OF DEFENSE
UNITED STATES OF AMERICA

DEPARTMENTS OF THE ARMY AND THE AIR FORCE
HEADQUARTERS ARMY AND AIR FORCE EXCHANGE SERVICE
OAK CLIFF BANK TOWER
400 SOUTH ZANGS BOULEVARD
DALLAS, TEXAS 75208

IN REPLY REFER TO
CSXPO

CSXPO

Staff Study - Federal Government - Project Challenge

M. D. W. Consolidated Exchange
ATTN: Civilian Exchange Officer
Cameron Station
Alexandria, Virginia 22314

1. Reference letter ANPER-PX, 27 January 1967, subject as above, and Inclosure (withdrawn).

2. Your staff study on Project Challenge has been reviewed with considerable interest. Although, quite frankly, the matter is viewed with certain reservations, there can be little doubt that the aims of the project are well directed and worthwhile. Accordingly, authority is granted the M.D.W. Consolidated Exchange to cooperate with Project Challenge in employing carefully selected individuals sponsored under this project.

3. It is requested that the results of such cooperation be periodically reviewed and that this headquarters be furnished with a copy of your review. Besides information such as name, age, job title, progress, etc., we would appreciate having your own impressions of the project itself, how well it (or at least the part with which you will be infolved) is accomplishing its aims, and any other information you consider pertinent or helpful to this headquarters in extending cooperation to other, similar projects.

FOR THE CHIEF:

Arthur Eve Jr.

ARTHUR EVE, Jr.
Colonel, USAF
Director, Personnel Division

GOVERNMENT OF THE DISTRICT OF COLUMBIA
DEPARTMENT OF PUBLIC WELFARE

JUNIOR VILLAGE

REPLY TO:
FOOT OF NICHOLS AVE., S. W.
WASHINGTON 24, D. C.

August 9, 1967

Mr. Leon Leiberg, Project Director
Project Challenge
National Committee for Children and Youth
527 - 6th St., N.W.
Washington, D.C. 20004

Dear Leon:

Having followed the progress of Project Challenge with lively interest, I am most interested in exploring with you the possibilities of establishing a vocational framework for our older children here at Junior Village similar perhaps to your set up at Lorton. We have boys and girls here from sixteen to eighteen years of age who either perform poorly in school, are poor achievers, or are school dropouts. As these children must leave Junior Village when they attain their eighteenth birthday and enter into an "independent living situation" we feel a real responsibility to try and strengthen our total program for these youngsters and adequately prepare them to assume responsibility for themselves and their total living situation when they leave here.

Your Project at Lorton has so successfully demonstrated so many program facets we feel very much in need of here that I wonder if I could interest you in coming out here to talk about this whole situation with us.

Unfortunately, as you are probably aware, we do not have funds to underwrite such services at this time. Even so, I wonder if you could or would be willing to provide us with your consultative services in light of your very successful Project Challenge experience.

I would indeed appreciate your consideration of the above matter and hope to hear from you at your earliest convenience.

Cordially,

Joyce

Joyce P. DeLaHunt,
Assistant Administrator

JPD:lbk
cc: Mrs. E. DeLaine, D.A.

INTERAGENCY BOARD OF U.S. CIVIL SERVICE EXAMINERS
FOR WASHINGTON, D.C.
1900 E STREET NW.
WASHINGTON, D.C. 20415

IN REPLY PLEASE REFER TO
WA:ES
YOUR REFERENCE

AUG 22 1967

Mr. Wesley D. Pointer
Training Coordinator
Project Challenge
1145 - 19th Street, N.W.
Washington, D.C.

Dear Mr. Pointer:

On behalf of the Washington Interagency Board of the Civil Service Commission we wish to commend you on the training you are giving the young men of the Youth Center. We feel that Project Challenge is a very helpful and worthwhile undertaking.

The young men of the Center have shown a keen interest in the program and have proven that they appreciate the cooperation and participation offered by your staff and the Washington Interagency Board.

The project offers to the youthful offenders a ray of hope and an opportunity to build a new life. It opens up an avenue through which these unfortunate young men may be able to rehabilitate their lives and develop the will and desire to become worthwhile citizens of their community.

I should also like to commend very highly their instructor, Mr. Hinshaw. He is a dedicated man and is taking his work very seriously. He seems to be an inspiration to the young men who are striving to improve themselves.

It is our sincere hope that Project Challenge will continue its commendable work and we are happy to cooperate in any way we can.

Sincerely yours,

Dora L Worrell
Dora L. Worrell, Supervisor
Examination Services Office

GOVERNMENT OF THE DISTRICT OF COLUMBIA

THE DEPARTMENT OF CORRECTIONS
The Youth Center
Lorton, Virginia 22079

2120
October 4, 1967

Mr. Leon G. Leiberg
NCCY Project CHALLENGE
526 Sixth Street, N.W.
Washington, D.C. 20004

Dear Mr. Leiberg:

I want to take this opportunity to express to you, as Project Director, and to your staff of Project Challenge, our tremendous appreciation for the splendid vocational training program you brought into the Youth Center.

Few people will realize the effort that was required to mount the project and to keep it moving, and all within one year. We can proudly point to the additional classrooms that were built, to the vast array of equipment that was bought and transferred to the Youth Center and, most significantly, to the impact on the inmate trainees who participated in the project.

You are to be congratulated for the fine accomplishments of "Project Challenge." Please accept my sincerest wishes for your continued success.

Sincerely,

Reuben S. Horlick, Ph.D.
Superintendent

cc: Mrs. Isabella Jones
Mr. Kenneth Hardy
Mr. Joseph Havener
Mr. Kermit Weakley
Mr. Raymond Nelson

THE GEORGE WASHINGTON UNIVERSITY
WASHINGTON, D. C. 20006

Education Research Project
729 15th Street, Northwest
Washington, D.C.
July 5, 19[illegible]

Mr. Leon Leiberg, Project Director
NCCY Project CHALLENGE
527 Sixth Street, N.W.
Washington, D.C. 20004

Dear Mr. Leiberg:

It has been a real pleasure working with you and your group.

The attached results of our re-test at the Youth Center are most gratifying. The amount gained by your group is approximately what our public school groups gained in a full year.

You may well take pride that your group showed such large gains in such a short period of training with individuals who had past records of poor school motivation and performance.

Our experimental groups had 30 hours of training during a full school year and our ninth and tenth grade groups had 60 hours of such training. Your boys gained as much as the public school students did with only 15 hours of instruction. We strongly recommend that the results of your demonstration be considered as indicating that the materials should have widespread use with programs for individuals such as the ones that you trained. This might do much to increase their ability to be trained for good jobs after they have been released.

Your demonstration also indicated that materials such as ours can be used quite adequately by individuals without academic training in the field of education. The sub-professional and volunteer instructors on your Project Challenge staff proved to be at least as effective as public school instructors in teaching our experimental materials.

Best wishes to you and your program, and let us know if we can be of value to you again. We will send you a copy of the report of our national tryout which is going to press in a few days.

Yours truly,

John T. Dailey

John T. Dailey
Director, Education Research Project

JTD:klb
Enclosures

Department of Corrections
District of Columbia Government

SUITE 5014
300 INDIANA AVENUE, N. W.
WASHINGTON, D. C. 20001

OFFICE OF THE DIRECTOR

January 19, 1968

Mr. Leon G. Leiberg
NCCY Project Challenge
526 Sixth Street, N.W.
Washington, D.C. 20004

Dear Mr. Leiberg:

Thank you very much for the opportunity to review the final draft of your report on Project Challenge. The report is well prepared and I am sure that our Youth Center staff will find it particularly useful.

As you might expect, I am not in total agreement with a number of the opinions and interpretations expressed in this report. However, I see little to be gained from itemizing these exceptions and then requesting that you modify them in accordance with our point of view. We feel that the report should, by all means, accurately reflect your perspective of your relationship with the Department of Corrections. For us to ask you to modify your views or qualify some of your statements would prove detrimental to the fulfillment of this objective.

Therefore, allow me to congratulate you on a job well done without extending my unqualified endorsement of the final report. It has been a rewarding experience for the Department to have engaged in this joint effort with NCCY on such a meaningful experiment in vocational training for youthful offenders.

It would be appreciated if you would include a copy of this letter in your final report.

Sincerely,

Kenneth L. Hardy
Director

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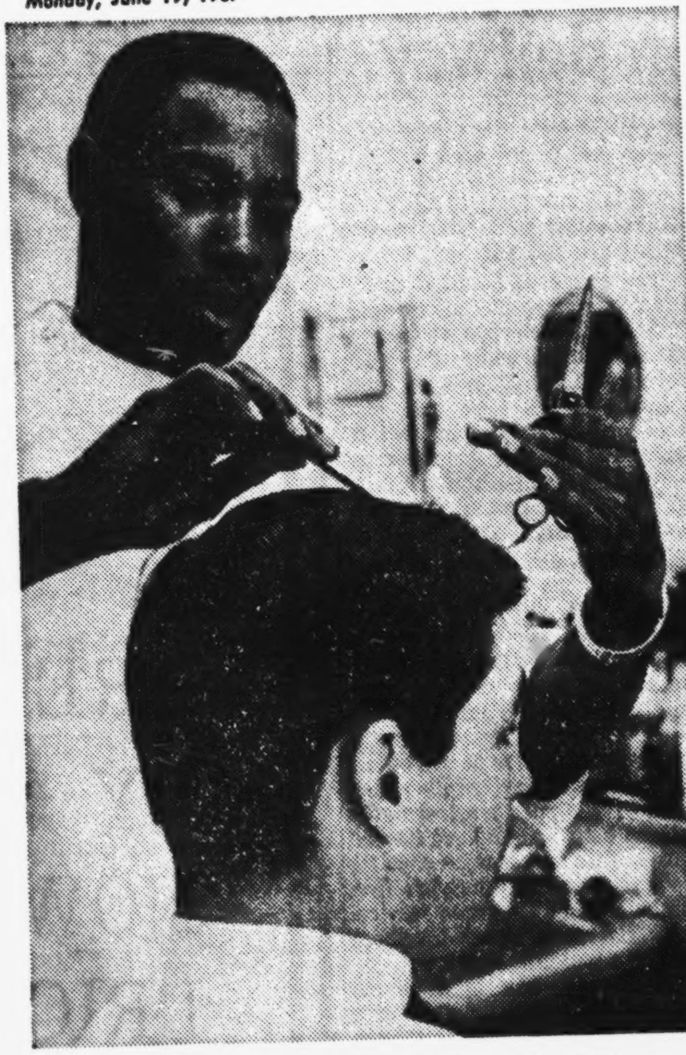
THE EVENING STAR
Washington, D. C.
Monday, June 19, 1967



William Phifer cuts hair at Crump's barber shop after job training in a new program at Lorton Youth Center.

—Star Staff

James McKinney earns living as a welder. He was also helped by VISTA participation in experiment.

'CHALLENGE' AT LORTON

Inmates Forgo Parole for Training

By DONALD FITZHUGH
Star Staff Writer

A man serving time at a correctional institution who waives his parole date so he can stay on the inside and finish barber training must want a job pretty badly.

Two men at the Lorton Youth Center who did just that recently are among 153 inmates who have been part of an experimental education and job training project run by the National Committee for Children and Youth at the center.

The District Department of Corrections, which runs the Youth Center, has been impressed enough with the experiment to offer all the instructors jobs when the program ends in August. And the work of five VISTA volunteers in the experiment is bein gevaluated to see how this, too, will fit isto the department's regular program.

Ray Nelson, the department's associate director for planning, thinks the 14-month experiment called "Challenge," has achieved several of its goals:

It has shown the value of vocational training—not just for teaching a skill—but as a medium to reach the inmate and teach him self-esteem, Nelson said.

And the program demonstrated that VISTA (Volunteers in Service to America) has something to offer in a correctional institution.

The men in the training also think the project, especially VISTA, is a good thing. William Phifer, 22, trained as a barber, says a VISTA worker still comes by to see him, several months after his release.

The "Challenge" staff signed up 219 of the 300 men at the center and let them choose one of seven training areas. The men were then enrolled in classes as their parole or release date approached.

Choice Important

Being able to pick their training is important to the men, explained Reginald Baker, 22, who was a member of the painting class. "I wanted it. I can kick nobody but me if I fail."

Few have failed. The staff has found work for 34 of the 36 men who have been released since their training ended. Three of the 36 have been convicted of crimes since then, all within two weeks of their release.

The "Challenge" project was started after the end of a Manpower Development and Training Act job program, which was criticized by an evaluation team from Catholic University and not refunded after an 18-month demonstration period ended last June. The evaluation suggested more community support for the men and fewer departmental restrictions during experimentation.

"Challenge" has received outstanding support from business, according to Leon Leiberg, project director. The Northern Virginia Steel Co. donated two arc welding machines in trade for first pick of the "graduates," he said.

On the other hand, Nelson thinks the department may substitute data processing for painting because there was some difficulty getting the men into the union and having them work on government contracts with prison records.

Nelson feels that VISTA's work with the men and their families has been valuable. "They have been able to establish very significant relationships with the inmates," he said.

The VISTA workers tutored the men individually at night, visited their families and ran a varied program outside of class, including group discussions, films and classes in Negro history.

They even organized an art show of welded sculpture, 15 pieces of which sold for $457—which went to the men—during a week-long showing in the lobby of the Office of Economic Opportunity.

Essentially, the project raised the morale of the men at the Youth Center, according to Dr. Reuben Horlick, center director, who said: "There has been a change in the men—they are self-assured and they have some staying power."

The Corrections Department now plans to ask Congress for permission to juggle its budget to take over when the experimental program ends in August.

Prisoners Bail Out Labor-Short Units

NATIONAL RESTAURANT NEWS, APRIL 10, 1967

Project teaches convicts food service skills.

LORTON, Va. — Instead of holding their heads in their hands over the shortage of trained food service labor, folks in the biz might give a call to the prison here.

Lorton Youth Center, a maximum security prison for men aged 17 to 26, is sending out bonded food service workers who already have 512 hours of training behind them.

Narciso Soriano, retired head of VIP in-flight service for the Air Force, is a VISTA volunteer teaching prisoners everything from personal hygiene to meat cutting. All training is aimed at employment in better class restaurants.

It's worked so well that four have graduated and all four got jobs through the Project Challenge placement service, at rates up to $2.63 an hour.

Project Challenge is a 14-month government paid-for experiment, sponsored by the National Committee for Children and Youth.

Restaurant Eyed

The project has proved so successful that Project Challenge director Leon Leiberg has publicly said he is ready to have the men try running a cooperative restaurant of their own in Washington, D.C.'s southeast section.

"I think it's a natural," Leiberg said. "I don't think such a food service place could lose money.

"It would also be a self-renewing, self-supporting training program that would benefit the community by providing low-cost meals." (Southeast is a D.C. low-income area.)

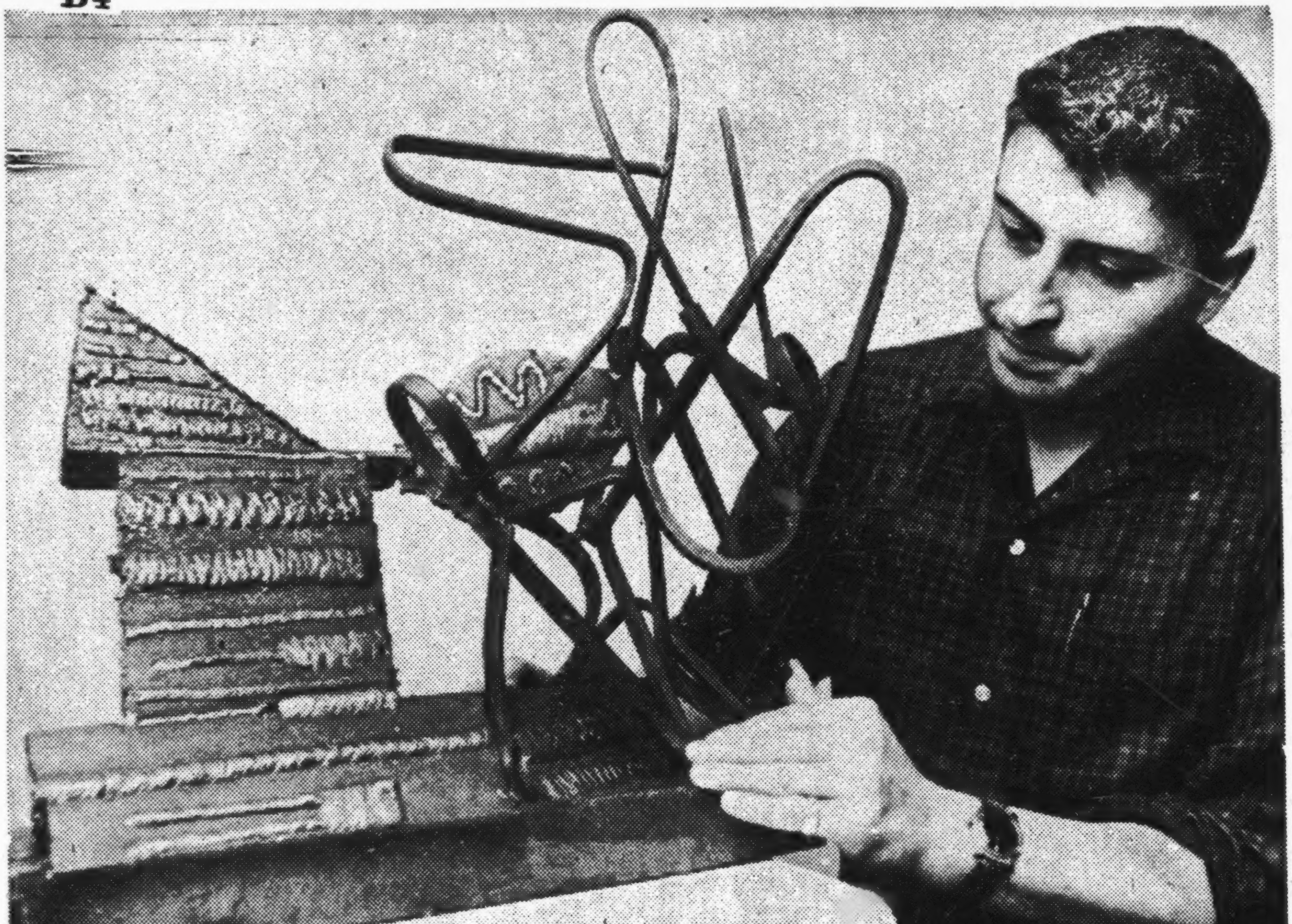
The plan calls for the prison project to get a small business loan, hire an experienced manager, and sell shares both to ex-inmates and the public.

Art Notes

B4

METAL SCULPTURES—Created by Lorton Youth Center inmates, sponsored by National Committee for Children and Youth, lobby, OEO Bldg., 1200 19th st. nw., 9 a.m. to 5 p.m., ends Fri.

THE WASHINGTON POST *Monday, April 24, 1967* A15



By Warren Mattox

INMATE EXHIBIT—This sculpture by a Lorton Youth Center inmate will be one of several at the office of Economic Opportunity Building lobby today through Friday from 9 a.m. to 5 p.m. Leon Leiberg, director of the Project Challenge program designed to help inmates make better use of their time, examines the work.

Lorton trainees and the tools of their newly learned trades. —News Photo by Wellner Streets

CHATEAUBRIAND AND HAIR CUTS

'Project Challenge' Pays Off at Lorton Prison

By MICHAEL BERNSTEIN

Delinquent young men at Lorton Youth Center are cooking Chateaubriand, punching typewriters and cutting hair in a job training program set up to help them fit into the outside world — when they get there.

Dr. Rubin S. Horlick, center superintendent, feels it has already been demonstrated that Project Challenge works, and he and those who run it hope the program can continue permanently.

Since the project was started by the National Committee for Children last July, 98 per cent of the 27 young men in the program who have been paroled have gotten and kept jobs. The project, supported by Health Education and Welfare and Labor Departments' grants of $143,341 and $131,601, ends Aug. 31.

Dr. Horlick said he thought the pilot program can be absorbed by the center if money is found to pay teachers and counselors.

POINT MADE

"I think we've made the point," he said. "When you prepare them for jobs, you can't miss cutting down on recidivism. If you go to town with and for the boys, they don't come back."

The project has six VISTA volunteer tutors, two counselors and six professionals who give classroom and practical courses in barbering, indoor and outdoor painting, building maintenance, food services, welding, automotive repair and service and office work.

In addition to the job training, the 87 young men — aged 17-26 — who are now in the program get help in reading and spelling and in arithmetic, as it relates to their field.

Before, much of the work at the center was mostly limited to changing lightbulbs, washing floors and doing necessary repairs, according to Joseph Trotter, assistant to the project director. "We want these men to be able to get good jobs when they get out, so we give them the training they need."

The project started with a class of about 70, most of whom were fourth and fifth offenders. Project Challenge has been able to run as a separate entity within the center, Mr. Trotter said.

CO-OPERATION

"We have gotten great co-operation from the Department of Corrections," he added. "We have been able to run the program in a relaxed way. Yet not one of our boys has tried to escape."

All of the courses are geared to help the young man get something other than a menial job.

Those taking the cooking course may be able to get jobs as assistant chefs or apprentice assistant chefs or become assistant caterers. The men use a small kitchen next to the dining hall and cook everything from cornish game hen to cakes. They also get classroom courses in hygiene and "every phase of the culinary arts," according to their teacher.

The building maintenance students don't just learn how to wash windows. They read about the history of glass making, try the lastest window washing and floor polishing machines and get all the experience needed for custodial work, their teacher said.

The barbering students get practical training and are taught about anatomy, physiology, and the history of barbering. All seven graduating students have earned District barber's certificates, their teacher said.

Welding students have taken a lot of pride in their work, their instructor said, and they even made a pop art metal display for a recent art show.

As part of the painting course, students have made trips to buildings to watch crews at work. And those who are weak in arithmetic get a trade math course so they can estimate how many gallons of paint to use on a given job.

The main problem has been a lack of space, Dr. Horlick said. He said he would like to see a vocational training building constructed at the center. That would mean more money, of course, and he said he would settle for money to pay teachers to continue the program permanently, as a first step.

Kenneth Hardy, D.C. Department of Corrections director, said he would like an independent organization to evaluate the project. "Then we would consider absorbing the most effective part of the program," he said. "I don't think the project will be allowed to die full force. We might even consider trying such a pilot program at the Lorton Reformatory."

Project Challenge has gotten some help from outside businesses so far, but more tutors are needed, according to Mr. Trotter.

One firm donated some expensive welding machines, he said.

"All they asked in return was that they get first crack at the graduates when they are paroled," he added.

Washington Post, 27/2/67, page C1.

Lorton Aide Plans Restaurant Run by Ex-Inmates

By Carol Honsa
Washington Post Staff Writer

The director of a Lorton Youth Center job training and counseling program would like to see youthful former inmates dishing up profits and work experience for themselves and good, inexpensive food for low-income Southeast Washington residents.

His plan is for a cooperative restaurant owned and operated by the former inmates with an initial assist from Washington restaurant and hotel owners and a government small business loan.

Leon G. Leiberg, director of Project Challenge, said cooperative restaurants in Southeast—and in other business areas—would give youths "a chance to have access to the capitalistic system." It would also give them a chance to do good for others while earning money, job skills and self-respect for themselves, he said.

Project Challenge, sponsored by the National Committee for Children and Youth, operates vocational training, counseling, and community follow-up services at the Lorton Youth Center. With funds from the U.S. Departments of Labor and Health, Education and Welfare, the Project offers courses in barbering, auto mechanics, building maintenance, welding, painting, clerical and retail sales and food service.

Cooperative enterprises probably could be worked out in each of these areas although a restaurant would be easiest to start and quickest to become a self-supporting operation, Leiberg said.

"I think it's a natural," he said. "I don't know why people haven't thought of it. I don't think a food service place could lose money. It could be a self-renewing training program that would benefit the people in the community by providing low-cost meals."

Leiberg said his idea is still in the talking stage but Lorton instructors and inmates are already interested. The plan calls for a small business development loan, hiring of an experienced manager, sale of inexpensive shares to ex-inmate employes and the public, and steady employe turnover.

A good manager, possibly a former food service instructor, would be needed to train young cooks, butchers, pastry bakers, waiters and other restaurant personnel in up-to-date methods, he said.

The employes could buy shares in the business and move to jobs with other restaurants, leaving openings for new trainees, Leiber suggested.

Restaurant jobs would not be restricted to ex-inmates, although Leiberg feels they should have first chance because they have a particularly hard time getting work.

"The effect on the men could be tremendous," Leiberg said. "It would encourage them to look at themselves not as somebody else's employes for the rest of their lives but as self-employed businessmen earning and sharing the profits of what they earn."

LEON G. LEIBERG
. . . restaurant training

JUVENILE DELINQUENTS are being tested for Federal jobs under a Civil Service Commission experiment. Inmates at the Lorton Youth Center near Washington are given clerk-typist tests; the Army and Labor departments hope to hire those who pass. If successful, the project may be expanded to other areas.

* * *

Wall Street Journal.

Feb. 21, 1976, page 1,
"Labor Letter" Column.

By Vic Casamento—The Washington Post

Cathy R. James, with sculpture entitled "Woman's Mind."

A Hodgepodge of Nails Reflects Woman's Mind

By Harry Gabbett
Washington Post Staff Writer

The windows of Cathy R. James's home at 922 North Carolina ave, se., look out on the passing scene today through panes unsullied by the draperies she had saved up $85 to buy.

Her $85 turned out to be the highest bid offered last Friday night for a piece of free-form welded sculpture which had been on display all week with 14 other pieces turned out by inmates of Lorton Reformatory's Youth Center as a kind of happy byproduct of an occupational training class.

The piece which left Mrs. James's windows looking about the same as they always have is entitled "Woman's Mind." Mrs. James is convinced that the title derives not so much from its free form as from its resemblance to the mind of a woman who has saved up $85 to buy some draperies and comes back from an art auction with a few handfuls of flooring nails, stuck together every which way.

"I know nothing about art," Mrs. James explained, "but this piece and two or three others at that exhibit sort of took me—this one, I guess you could say, most of all."

It's difficult to predict the direction Mrs. James's career as collector of free-form welded sculpture will take, but she describes "Women's Mind" as "the first piece in my collection."

One of the other pieces which "took Mrs. James at the exhibit in the Office of Economic Opportunity headquarters lobby was entitled "Hate." Mrs. James said it was a free-form jumble of rather crude chunks of random metal, none of it refined and all of it helped along by vague impressions of such symbols as KKK, the Star of David and the Christian cross.

The 15 pieces at the exhibit sold for a total of $457, with many of them going to fanciers in the $50 range. The proceeds will be turned over on a share-and-share alike basis to the 12 sculptors (all in the 17-26-year age group) who are imprisoned under terms of the Youth Corrections Act.

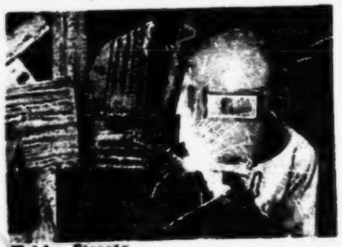
"PROJECT CHALLENGE" EXHIBITS FREE-FORM SCULPTURE

In April, the National Committee for Children and Youth, with the assistance of the Smithsonian Institution, sponsored an exhibition of free-form welding sculptures created by members of its Project Challenge welding class at the Lorton Youth Center. The sculptures were placed on display in the lobby of the Office of Economic Opportunity Building in Washington, D. C., from April 24 through 28.

VISTA volunteer Harris Neuman from Philadelphia, Pennsylvania, examining a welding sculpture with two men at the Lorton Youth Center is one of seven volunteers serving with Project Challenge. Two young women, members of the group, are the first female volunteers to provide supportive counseling and job placement assistance in male prisons in the country.

Mike Sullivan
VISTA – OEO

A VISTA Volunteer connected with the Project Challenge program was on hand to answer visitors' questions and record their comments in a book which was presented to the welding class at the close of the exhibition. Mr. Clinton Baker, welding instructor, and the members of his class were very pleased with the favorable public reaction to the creative by-product of their professional training. Many generous offers to purchase the sculptures were made by impressed visitors.



This young trainee welding an abstract sculpture, has only been training three months. The opportunity for this training was made possible by the Manpower Development Training Act, funded by the U.S. Departments of Labor and Health, Education and Welfare. Graduating trainees have obtained skilled jobs at substantial salaries after release.

Weldon Streets
Washington Daily News

Shortly after the exhibition, the latest welding machine on the market, a Hobart Microwire Model MC-300, was loaned to the welding class for training and demonstration purposes by the District Oxygen Company of Seat Pleasant, Maryland, through the courtesy of company representative Robert C. Stevenson.

During February and March, there were many other manifestations of public interest in the Project Challenge program. Representatives of the project staff were invited to participate in a conference on the Report of the President's Commission on Crime in the District of Columbia, sponsored by Georgetown University. During the conference sessions on Sentencing and Corrections, Project Challenge was recognized for the innovations and success of its Lorton Youth Center program.

Several local radio and television stations have invited staff members to participate in interview programs and panel discussions on the rehabilitation of young offenders. On one of these occasions, a graduate of the Project Challenge barbering class appeared on a television program to present his views on the causes and consequences of crime and the benefits of manpower training programs at the Youth Center.

The Project received international exposure when one of the VISTA Volunteers was interviewed in French about her experiences at Lorton for broadcast over Voice of America to countries in French-speaking Africa. Another foreign audience was reached with an article explaining the objectives of Project Challenge in a newsletter published for youth leaders in Latin America.

__NCCY Follow-up Reporter__, Vol. 7, No. 2, Spring 1967, p. 3.

WTTG NEWS 5

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FOR: Immediate Release

LORTON YOUTH CENTER'S PROJECT CHALLENGE FEATURED ON WTTG'S "THE MARK EVANS SHOW"

"Project Challenge", a program for rehabilitating juvenile delinquents at the Lorton Youth Center, will be featured on THE MARK EVANS SHOW this Sunday, July 30, in color from 9:00 until 9:30 p.m. on WTTG (Channel 5), the Metromedia Television station in Washington, D.C.

The Honorable Charles W. Halleck from the Criminal Division of the Court of General Session, Mr. Leon G. Leiberg, Director of Project Challenge, and Mr. Kenneth L. Hardy, Director of the D.C. Department of Corrections will appear as special guests to discuss the Correctional System in the Washington area.

A student who has completed the program and another student who is still a trainee in Project Challenge will be present to give their evaluation of the progressive program.

Mark Evans, Vice President and Director of Public Affairs for Metromedia, Inc., will serve as moderator. The three guests will review what has been done and project what is to be done to improve the correctional system, implementing the recommendations of the President's Commission on Crime in the District of Columbia.

Produced by Marilynn Brown, THE MARK EVANS SHOW is directed by Mike Seagly

Art Parks
244-5151
7/25/67

THE SUNDAY STAR
Washington, D. C., June 11, 1967
B-2

Guidance for Prisoners Returning to Society

By WOODY WEST
Star Staff Writer

"These kids want help . . ."

Clarence Guienz utters the sentence flatly. But it is a plea. For the past two years Guienz, 38, has been director of the District's Pre-Release Guidance Center through which about 90 percent of the men serving sentences at the Lorton Youth Center return to the community.

The guidance center, which began as a one-year pilot project and was extended for a second year, has been operated by the Justice Department's Bureau of Prisons, in cooperation with the United Planning Organization, the area antipoverty agency, and the District Department of Corrections. Funds have come from the Departments of Labor and Health, Education and Welfare. The center, at the end of this month, will be absorbed as a regular part of the Corrections Department.

And Guienz, who has been with the Bureau of Prisons for 12 years and who spent four years with Chicago's guidance center before coming here, will move on to similar work in New York.

Kids Want Help

"I had heard that young people here in trouble with the law were incorrigible, that they were hostile and that they were aggressive. There was no explanation of why this was so — just the description," Guienz says.

"But I find that these kids are very easy to work with. And the interesting thing about them is that they want help," he said in a discussion of his two years here.

Guienz was sitting in the still sparsely furnished lounge of the center's new quarters in a former private residence at 1817 13th St. NW where the guidance center recently relocated from its bleak third-floor site at the old, red-brick 12th Street YMCA a block away.

Now, after two years in Washington and seeing 206 men pass through the guidance center, Guienz is quietly amused by that image of District delinquents. "I have found it be almost completely a myth," he says. "They're much more likable than the group I worked with in Chicago, as persons and in terms of their responses."

Guienz, a native of Louisiana, graduated from Southern University in Baton Rouge, then studied social work for a year at the University of Chicago. He entered the Army during the Korean war and was assigned as a psychiatric social worker at a disciplinary barracks. He there decided to go into the field of correctional social work and later joined the Bureau of Prisons in 1955.

Returning to Society

The premise of the guidance center — and halfway houses generally — is rudimentary: Men coming back to society from prison need help if they are to have at least an odds-on chance of not returning to prison.

The Lorton Youth Center is a campus-like modern institution in the peaceful Northern Virginia hills a short drive from Washington. Men there are serving indeterminate sentences under the Youth Corrections Act, are generally first offenders and usually young. They have been convicted of such offenses as car theft, purse snatching, robbery, assault.

Of the 206 men who have been at the guidance center, Guienz says that over 150 of them are negotiating the uneven road on the outside. About 30 have been returned to Lorton for parole violations, new arrests or because they show they can not yet handle the jump. The average age of men at the center is 21, but they range from 18 to 26 and the stay there is four to six weeks, though it can be longer depending upon the man.

"These kids want help, they want you to be concerned about them," Guienz says. "They want you to impose on them controls suitable to their particular ages and adjustment levels.

Different Delinquents

"And they come to you at the center voluntarily. For the first time here they can see a positive response in themselves. I've heard youngsters say, 'Man, this is the first time in my life that I've worked five straight days.' "

Washington, with its unique governmental structure and its compatible economy, produces a different delinquent from those Guienz worked with in Chicago.

"Living here in Washington is much more difficult than in Chicago," he says, "and this means that the kids have a much harder time coming up. In a place like Chicago, which is so heavily industrialized, there are more economic opportunities. Parents can make a better wage on the whole and be in a better position to help, to guide their children."

"And," Guienz continues, "I don't see as much family morality here as in Chicago where the relative economic stability contributes to a degree of family stability. I see more illiteracy among parents here, much less concern about raising children, providing them with the spiritual and educational encouragement that kids need for healthy development.

"In Washington, too, the poor are really poor. Many of those that immigrate here have, even with the limited opportunities, little to offer to get a job to provide for their families. I think the husband, if there is one, comes here and soon is frustrated and he can't make it and leaves the family —we see so many people on welfare. And there are so many male figures in the picture when a mother isn't married and trying to make it alone on welfare and really not doing well at all.

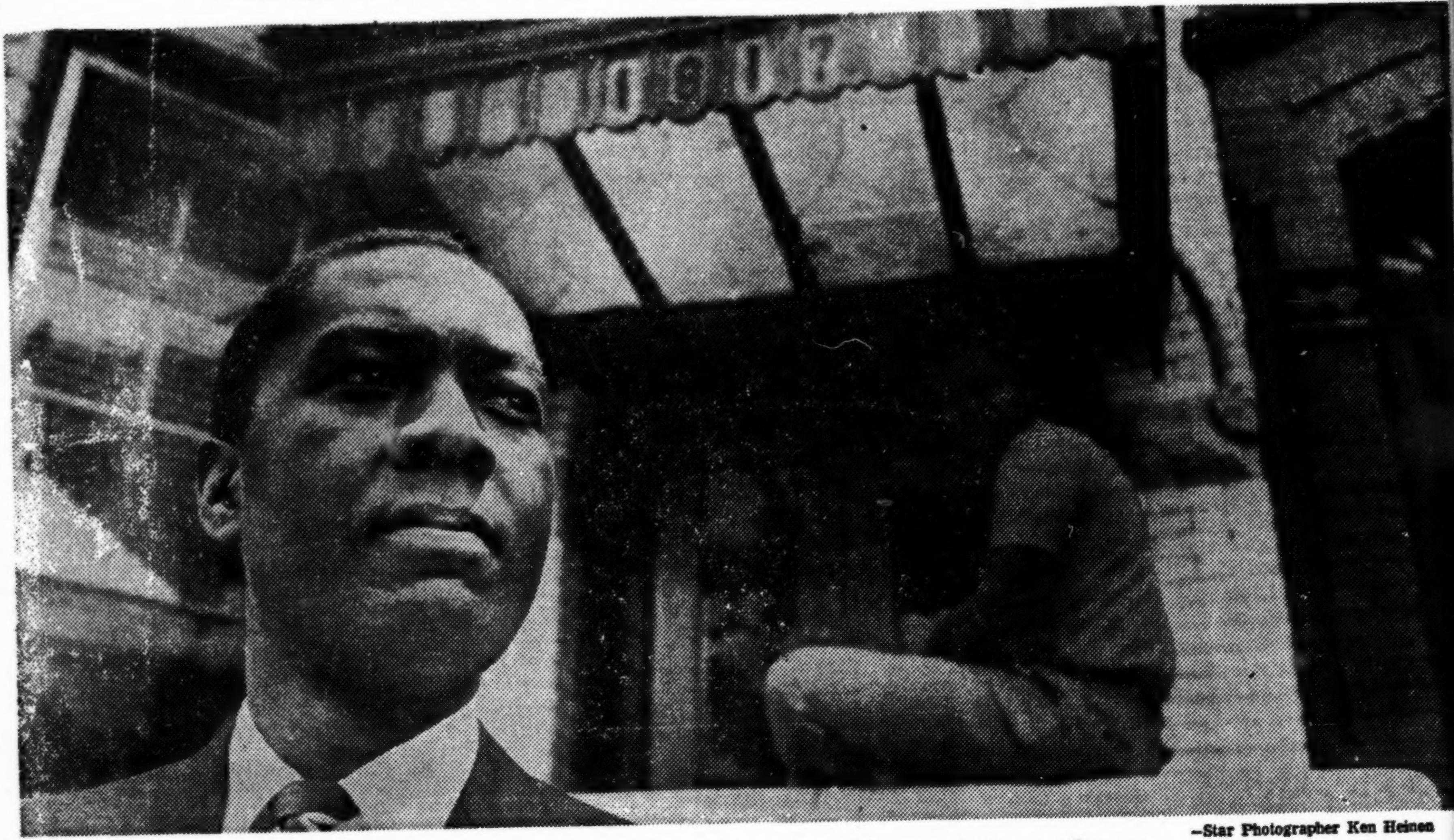
"In the face of all this, the young people have a pretty tough time in Washington, I think," Guienz observed.

Want to Do Well

For those coming out of Lorton, there are service jobs available in the District, Guienz notes, in hotels, restaurants, apartments.

"But these guys don't want dirty jobs. Nobody wants to be a dishwasher even if the job pays $5 an hour. These kids want to make good wages; they think about having a nice wardrobe, about living in a nice house or apartment, about getting married and having a nice family and educating their children.

"All these things are important to them. They have a strong desire to do well—to do



—Star Photographer Ken Heinen

Director Clarence Guienz in front of Pre-Release Guidance Center.

well totally, to make it as men. They have a strong eagerness to get a job and a great anxiety when the job doesn't come as soon as they would like," Guienz says.

Washington, of course, is not likely to change radically and Guienz says that "since government is the big industry here, I think that we should strive to get qualified center residents into this area.

"There has been a slight breakthrough in the last several months. Several of the federal agencies have become interested and are starting to give our young men entry-level jobs. This means that instead of $1.25 an hour, many of our kids will be able to make $1.75 or $2.15 an hour."

Most of the men coming from Lorton to the center—where they still are in custody—have had some training at the institution. "Project Challenge," a pilot program run by the National Committee for Children and Youth, which also is to be absorbed by the D.C. Corrections Department this summer, offers instruction in such fields as welding, cooking, barbering, painting and building maintenance. Lorton also provides academic and remedial courses, mandatory for those testing below their age and background level.

Employers Concerned

But, says Guienz, "we've had many disappointments—especially in employment." Often the expectations of the men are a setback when, possessing some training, they look forward to journeymen's jobs and are not qualified.

Employers also are understandably concerned that the person with a record may cause him or his workers physical harm, create disturbances or steal from him.

"It's discouraging," Guienz says. "But the employers who have cooperated with us can all say our men are good workers, that nobody has ever stolen anything from a job, nobody has ever held up anybody or caused trouble."

The capacity of the Pre-Release Center is 20 men. Two social workers, job counselors and the center staff provide personal attention, group therapy and a program of speakers from the communtiy who offer, among other things, advice on meeting prospective employers and how to buy a used car.

By definition, these kids are problems. "Our greatest tool," says Guienz, "is supervision."

"We impress on the fellows that we must know where they are and what they are doing at all times. But we can only go so far, you know—we can't be with them all the time. They do go back to their old neighborhoods; they do go back to their families—which in the past might have been destructive—and in the guidance center, of course, they are associating with guys they knew in the institution, on the streets or in other institutions."

Community Concern

The general instabliity among low-income families has another implication, Guienz points out, in making the Washington delinquent highly "peer" oriented, subject to the influence of his contemporaries who share his own deficiencies. This is not necessarily a negative factor, he says, but it does make it difficult for a delinquent to think in terms other than th ethos of the street.

Guienz reiterates that th young man coming out o prison cannot make it on hi own. The society that tolerat ed the environment whic contributed to his delinquenc must share the responsibility

Guienz hesitates befor speaking of the community' responsibility.

"I think there is concern the community toward the kids and the serious problem they represent. But I do know if there is sufficie concern or the right kind concern. It seems to be mo in the area of self-protecti than in providing adequ services to offset and reme the problem." It is, too f quently, a sometimes abstr awareness on the part of suburban—and city—mid class, white and colored, says.

What of the future in W ington for the delinquents?

"It's going to be difficult the kids. We still have to this vicious circle of lim opportunities, a destruc family situation.

"It's the kind of situa where I wish I could stay help see it through."

JEWISH EXPONENT

June 2, 1967

VISTA Volunteer Lets Conscience Guide Him

Harris Neuman (second from left) and Peter Howell (left) attend party of ex-inmates of the reformatory.

WHEN Harris Neuman, 23, graduated from the American Academy of Dramatic Arts and then went on to study at the American Mime School, and various other theartically-oriented institutions, his future seemed clear.

Until his conscience caught up with him.

Neuman, son of Mr. and Mrs. Nathaniel Neuman, of Elkins Park, was a third-year dramatics student when he decided to join Volunteers In Service To America. "Although my parents would like me to lead a more conventional existence, I know that they are proud of what I am doing. I decided that I have a whole life ahead of me to do the other things, and I am really wrapped up in this."

The youthful volunteer is now assigned to Project Challenge, a rehabilitation program for convicted felons at the Youth Center at Lorton, Va., 20 miles outside of Washington, D.C.

Neuman teaches math and algebra and anything else open to him. He operates about 14 hours a day, six days a week. Three evenings of his week are devoted to meeting with 10 men for a socio-drama session, where fears and hostilities towards families, law authorities and employers are acted out.

"It's like a rehearsal for life," Neuman said. "The men can see alternative ways of dealing with a situation or a person."

And once a week the VISTA volunteer meets with a creative drama group at the center. "The men feel strongly about things," he said. "If I could get them to react on the stage the way they do off stage, they would be terrific actors."

NEUMAN'S evenings are also filled with conducting similar sessions in socio-drama with parolees of the District of Columbia court, and with patients at St. Elizabeth's Hospital, a mental institution.

Prior to joining VISTA, Neuman taught emotionally disturbed children at the Greentree School in Germantown.

The conscientious volunteer plans to enlist for a second year in VISTA, working with drug addiction in New York City.

Then he wants to finish his college education, hopefully at New York University, then enter into a career as an acting teacher.

His new life among the inmates at the center is not always easy, but Neuman seems to have found the answer. He sometimes finds himself under fire for the way he dresses: sporty tweed jackets and pin stripe shirts. But he's determined to maintain his identity. "I can't pretend to be something I am not, and I think they end up respecting me more for it," he said.

According to Neuman, enough dishonesty already exists towards inmates in reformatories. "The philosophy of the youth center is to rehabiltate, not to punish," he pointed out. "It is therapeutic. But often, the promise is far greater than the fulfillment, and then the trust is lost."

Working with Neuman in the ambitious experiment at the institution, is another volunteer, Peter Howell, 21, also of Philadelphia. The two boys have introduced art, music, literature and dramatics into the lives of junkies, assaulters and thieves.

But when 90 inmates, of their own volition, show up for a performance of a special dramatic show, Neuman knows he's getting through.

Viewing a performance of a play dealing with drug addiction, one addict, who had never seen a play before in his life told Neuman, "This is where it's at! We can really see what you're into! I never knew that people like you existed."

But with all the activity, Neuman is anything but stagnant. He's already hard at work planning for the future.

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WEDNESDAY AMs
August 31, 1966

VISTA VOLUNTEERS TO JOIN SPECIAL D.C. PRISONER TRAINING PROJECT

Seven VISTA Volunteers will work with Lorton Youth Center inmates from the District of Columbia and their families in an unusual training and rehabilitation program called Project Challenge, Sargent Shriver, director of the Office of Economic Opportunity, said today.

The volunteers will be assigned within a few weeks to the supervision of the National Committee for Children and Youth, which is conducting the program in cooperation with the D.C. Department of Corrections, which operates the youth center at Lorton, Virginia.

It is believed the first time a private agency has set up a specialized training, counseling, follow-up, and rehabilitation effort in a penal institution.

Leon G. Leiberg is director of Project Challenge which has received Manpower Development and Training funds from the Labor Department. The project is a demonstration program to help some 170 inmates between the ages of 18 and 26 whose lack of education makes them unable to benefit from routine vocational training at the institution. The project aims to help the inmates acquire the motivation, skills and social attitudes necessary for employment.

The volunteers, five male and two female, will serve as group and recreation leaders, tutors, counselors, and as family service workers. They will help the inmates prepare themselves to return to the community and stimulate community interest needed to overcome adjustment problems faced by inmates.

Volunteers will lead discussions on consumer education, employment expectations, and family life; arrange tutoring under direction of the project training supervisor; ease the readjustment process by following inmates into the community after discharge; accompany inmates to a new job setting, help them obtain such things as housing and legal assistance; and refer families to welfare, and other community services.

VISTA, the volunteer corps of the War on Poverty, has 20 volunteers serving in three District of Columbia projects. Nationally there are 2,524 volunteers serving in 326 projects in 47 states.

66-455

The Washington Post
for and about WOMEN
SUNDAY, FEBRUARY 26, 1697 F13

Lorton Gains New VISTA

By Elizabeth Shelton
Washington Post Staff Writer

BEING IMMURED with 300 convicted felons in a penal compound is not just any average American girl's idea of a dream career. But two VISTA volunteers, Martha Epstein and Beth Williams, have managed to fit it into their dream of a better world.

They are the first VISTA women in the Nation to put their professional training and idealism to work inside the walls of an all-male correctional institution. Both have been a part of the campus scene at the Lorton, Va., Youth Center since fall.

As members of Project Challenge, they are part of a new look at the Center for the rehabilitation of 18 to 22-year-old District youths serving indeterminate terms ranging up to six years for the commission of crimes from joyriding to rape and murder.

Money for the experiment is from the Labor Department's Office of Vocational Rehabilitation and the Health, Education and Welfare Department's Office of Education. Curricula and teaching tools were developed by a George Washington University educational research team headed by Dr. John Daily. Cooperating in Project Challenge are the D.C. Department of Corrections and the Lorton staff.

The Project's concept is simple: Let's help them make better use of their time while they are confined.

Mrs. Shelton

"Initially there was much confusion and some misunderstanding," said VISTA worker Beth Williams in the precise understated speech of a sociologist with a master's degree from Columbia University.

"But there never was anything you could call a 'disrespectful incident.' She referred to the expectations of planners of Project Challenge that she and her co-worker, Martha Epstein, might be greeted with jeering catcalls and obscenities at the Lorton Youth Center in working among young District felons. "They had been told in advance that we were going to be here.

"They did *look*, though," she admitted in candid afterthought.

TO THEIR OWN credit, the two transplanted Californians — Beth is a San Franciscan and graduate of the University of California at Berkeley; Martha graduated in June from U.C.L.A. in her home city—have become accepted as part of the scene by inmates and staff alike.

Beth, who attended the University of Paris for a year, had previous experience in working with the emotionally retarded at the Hawthorn Center in Michigan.

She and Martha have learned to speak the language of the inmates and their families by living across from the main entrance of Cardozo High School in a basement apartment. VISTA rules insist that single women live in pairs.

Their presence has required as much adjustment by the institution's longtime guards, whose basic concern is security, as by the inmates, who are unaccustomed to seeing women other than relatives visiting during specified hours.

"I'm worried about what you might hear," a gray-haired security officer told Beth and Martha, denying their request to visit men in isolation in a corridor known as "The Block."

THE BLOCK is one of many paradoxes Beth and Martha are discovering at the District institution as they counsel youths for their return "outside."

Punishment for the worst infractions of Center regulations is solitary confinement in The Block, which, ironically, shares the "honor dormitory" with well-behaved adult prisoners from the Lorton Reformatory.

The "worst" of the young people with indeterminate

See LORTON, F14, Col. 1

Washington Post, Feb. 26, 1967

LORTON—*From F13*

Troubleshooting Is Full-Time Job

sentences and the "best" of the adults with long sentences are under the same roof, but never see each other.

The youths in solitary are permitted no radios or books, but the adult males have a small storehouse of books, mainly popular paperbacks, and an attractive lounge.

The adults are part of a cadre which assists the teaching staff of the Center.

Another paradox, of which the VISTA workers are keenly aware as they attempt to make up educational deficiencies of the inmates and prepare them vocationally for marketable jobs outside, is the library.

This spacious facility, its shelves lined with classics, popular fiction and reference works including Britannica and World Book, has no librarian and on the door is a sign: "Off limits during school hours."

"It's not open when classes are *not* in session either," said the VISTA workers sadly.

IN CONTRAST to this well-stocked, unused storehouse of learning is the Center's gymnasium, a breathtaking expanse of dazzlingly polished wood flooring under a vaulted quonset roof.

There is keen interest in sports. Lorton plays, and wins, against basketball teams from nearby military bases; prides itself on its Golden Glovers; holds suspenseful intramural sports competitions and is soon to begin a track team.

But while polishing the gym floor and shooting baskets are good outlets for the energies of the inmates, they prepare few of the youths for productive life outside an institution.

IN A SCHOOL wing, new and superior to those of many District public schools, classrooms stand idle. Not many teachers, it appears, seek this chance to make a telling contribution to education, even at Federal pay scales.

To reinforce the Center's slender teaching staff, Project Challenge is manning some of the classrooms and also offers courses in remedial reading, basic psychology and the personal tutoring of VISTA team members.

Beth and Martha work with the classes in welding, automotive repairs, and barbering, whose members are near to release.

The men are counseled on the realities of the job market. The VISTA women set up interviews with prospective employers, accompany the men to job interviews and smooth the way to the working world.

They also visit the men's homes, making sure that housing facilities are adequate; that no interloper has taken the place of the head of the household while he is away; and that transportation to and from the job can be arranged for him when he returns.

The men are particularly appreciative, says Martha, of the visits she and her VISTA teammate make "outside." Sometimes they are able to set a prisoner's mind at ease so he can concentrate on his vocational training.

AFTER the inmate is paroled, released or has fulfilled his sentence, Beth and Martha continue to standby as troubleshooters for difficulties at home or on the job. This follow-up takes up most of their work week.

Frequently the problem is transportation. The men, 95% of them Negroes, who did not hesitate to commit crimes at the risk of being sent "across the river" are terrified at the thought of working in suburban Virginia or other metropolitan fringe areas where the jobs are.

One inmate expressed such fears recently on his way to an interview for a job as a welder at $2.43 an hour at the Northern Virginia Steel Co. in Springfield. The company has furnished two Lincoln arc welders and other equipment for classrooms and has agreed to take ten welders a month from the Center.

He was accompanied to the interview by the project's job development director, Vernon Hawkins. Later, when the pair returned, the inmate was jubilant. He had gotten the job. Proudly he displayed to fellow prisoners an electrode given to him for his welding class during the interview.

He was still more pleased when he learned he could get a bus direct from downtown to the new job. When release is arranged through the guidance center, the men live in halfway house facilities provided by the YMCA until they are ready to face the world on their own.

The class will use the new electrode to add a branch to the two metal sculptures that symbolize their various stages of learning in the welding shop.

Other men are learning barbering, for which there are rigid licensing requirements but good pay and a high rate of demand in the District; building maintenance, automotive repair, painting, clerical and sales and food services.

THE ARMY, Labor and HEW Departments are among the Government agencies which are attempting to absorb the Center's released trainees. GSA, which could place men all over the city as a result of a change in the Federal employment application form, the Project is "still trying to crack."

Also difficult to crack are the apprentice trades. Some trades, like painting, are seasonal, as a further disadvantage.

The Center is having no trouble placing food service workers and is teaching gourmet cooking, under the direction of a retired Air Force chef, Narciso Soriano.

"I teach fancy cooking," explains Soriano, "so they can go to work for a hotel or anywhere. I don't teach institutional or short order cooking."

THE VISTA team consists of, in addition to Beth and Martha, five male members.

Harris Neuman conducts a sociodrama group in which members act out their prejudices and problems, then discuss them. He directs a drama group which is rehearsing Jack Gelber's play "The Connection," about jazz men who are drug addicts.

It may be some time before the preformance actually takes place in the Center auditorium, however. There was no trouble in filling the play's feminine role, but there is trouble in memorizing parts, and the cast of 15 "comes and goes — we have lost some people."

Harris also teaches general math and algebra. Next to an unconditional release, a high school equivalent certificate is the document most sought after.

Peter Howell conducts music appreciation classe in classics and jazz and als has a short story discussio group. James Thurber' "The Catbird Seat" was recent topic.

RON WOODS, from th Watts section of Los Angeles, who interrupted college training in criminolog to work with VISTA, head the movie discussion group. Educational films on such subjects as venereal disease or school dropouts are viewed and analyzed.

"I try to find films they can identify with," says Ron. "Films about personal problems affecting behavior."

When he came to the center, Ron remembered, the first 20 inmates he talked to "told me they hadn't done it" (committed the offenses for which they were convicted). Finally he realized: They couldn't all be innocent.

Murray Epstein (no relative to Martha) teaches basic psychology and geometry and is setting up an arts and crafts program. Howell is beginning a group in ceramics, plaster and papier mache.

Mike Bohen directs a remedial reading group. The literacy rate varies from mid-elementary to college level and some of the men are doing college work in cooperation with the University of Utah.

PROJECT CHALLENGE, according to training coordinator Don Pointer, must exercise a strictly "hands off" policy where correction and therapy are concerned. Its purpose is to increase vocational aptitudes along with training.

And here is another paradox.

Inmates volunteer for the Project Challenge courses but cannot be accepted unless they are close to release. They do not receive evaluations of their progress, so they have no way of knowing when release is near.

Proof of the program will be a drop in the rate of recidivism (further convictions) among industrial trainees at the Center. Dr. Reuben Horlich, Superintendent, believes it will diminish from 47 to 26 per cent.

Reprinted from the July, 1967 issue of the Journal of Correctional Education.

"PROJECT CHALLENGE" BEGINS OPERATION AT LORTON YOUTH CENTER

**Reprinted by Permission of:
The National Committee
for
Children and Youth
1145 Nineteenth Street, N. W.
Washington, D. C. 20036**

On July 1, 1966 the National Committee for Children and Youth officially began operation of a 14-month "Program of Multioccupational Training, Counseling, Employment, Follow-up and Community Support for Youthful Offenders" at the Lorton Center, Lorton, Virginia.

This experimental and demonstration program, funded through the U. S. Office of Education and the Office of Manpower Policy, Evaluation and Research of the U. S. Department of Labor, will ultimately benefit 170 inmates of the institution, ages 17 through 25, sentenced under the Youth Corrections Act.

The project's main effort is directed at those inmates whose lack of prior training and education make them unable to profit from routine institutional training programs and result in their entering the current labor market with severe employment handicaps after release. The program is designed to help these men acquire positive social attitudes and develop the motivation and vocational skills necessary for gainful employment in selected occupations. Job placement, counseling and follow-up services are provided those who are trained and released from the institution.

Vocational training makes use of up-dated techniques and includes job-oriented, basic remedial education. Teaching plans and on-the-job training programs are being developed with the cooperation of local industry in the following areas; automotive services, food services, welding, building maintenance, general office and sales work, barbering, and interior-exterior painting. Emphasis is placed on job development in trades where the trainee will have an opportunity for employment at the current accepted rate of pay and where opportunities exist for advanced training, remuneration and responsibilities. An integral part of the training consists of developing good work habits and positive attitudes through group counseling and other special programs.

LEON G. LEIBERG
Project Director

In selecting trainees for Project Challenge, the probable release date of each applicant is realistically assessed and primary consideration is given to those who are likely to be released close to the time of their successful completion of training. The others are placed in "hold groups" for enrollment in subsequent training cycles. Trainees have complete freedom of choice to select the type of vocational training they wish to receive.

A job placement officer informs appropriate sponsoring employers of the availability of trainees for placement within their businesses. Personal interviews are arranged and, prior to placement, a counselor meets with the trainee to establish a working relationship and prepare him for a satisfactory follow-up program. The counselor continues to work with the released trainee — and with his employer and his family, if necessary — to insure continued motivation, to help develop self-considence and to instill in the man a feeling of personal responsibility.

The effective features of Project Challenge will become the responsibility of the Youth Center and the D. C. Department of Corrections upon completion of this experimental and demonstration program.

The director of Project Challenge is Leon G. Leiberg who has served as senior probation officer for Montgomery County's Juvenile Court and has had previous experience directing group work and volunteer-service programs in the Washington metropolitan area. Prior to his appointment to Project Challenge, Mr. Leiberg was administrator of the Washington Office of NCCY's Youth Service Project which serves young men rejected from military service due to inadequate education.

A. Background and Purpose

The most important natural resource of any nation is its youth. In the United States, where almost 50 percent of the population is under 26 years of age, the development and utilization of that resource is given priority consideration. At the 1960 White House Conference on Children and Youth, a private organization, the National Committee for Children and Youth (NCCY), was created to conduct a ten-year follow-up study of the numerous youth-oriented programs of government and voluntary agencies. Included in its mandate was the responsibility to undertake experimental and demonstration projects in problem areas where existing agencies are not able to perform the specific services needed. One of these experimental programs is Project Challenge.

The objective of Project Challenge is to demonstrate the feasibility of new techniques in the rehabilitation of young criminal offenders confined in correctional institutions. It embodies the philosophy that the vast majority of young criminals are victims of a disadvantaged social and economic background; that there is great potential for growth and change inherent in all youths; and that specialized programs can remedy the deficiencies of the past, enabling young offenders to assume productive and responsible roles in society upon release.

NCCY began its 14-month Project Challenge program in July 1966 at the Lorton Youth Center in northern Virginia. Inmates were offered, on a completely voluntary basis, a three-pronged program as follows: first, a coordinated schedule of remedial education and multi-occupation vocational training; second, an intensive counseling program designed to instill positive social attitudes and to assist the trainee in identifying with the social and economic system into which he must integrate upon release; third, a systematic follow-up program of job placement and individual, family and career counseling after release from the institution. Representatives of Volunteers in Service to America (VISTA), or the "domestic Peace Corps" as it has become known in the United States, supplement the counseling staff. The VISTA's provide individual services that are intensive, inmate-oriented and which stress the role of the individual as a member of society rather than as a drain on the resources of the community. On the basis of past experience and current practice in correctional institutions, these are unorthodox procedures.

The most important feature of Project Challenge, however, is the sense of community interest and involvement that permeates its program. Instructors, counselors and VISTA Volunteers are community representatives not associated with the punitive aspects of institution life. They are primarily interested in the inmates as individuals with an unmined potential for positive contributions to their community and nation, not as well behaved members of a prison population. Project Challenge staff members feel that this aspect of their presence is not lost among the inmates, and is most responsible for the success of training and counseling programs. The assistance of representatives of universities, government, labor, and industry in developing training materials and offering employment opportunities to ex-inmates is another area of community involvement which has helped to dissipate the feeling of estrangement from society that is always intensified by prison life.

NCCY hopes to stimulate similar rehabilitation programs in juvenile institutions throughout the country by disseminating the techniques and achievements of Project Challenge. Ideally, correctional authorities themselves will adopt the philosophy and the training and counseling programs demonstrated at Lorton. It is hoped, however, that the benefits accruing from public involvement in the project will be remembered. Community participation in the rehabilitation process can only further assure continuance of the stable society and viable economic system that are prerequisites of national progress. It is also in keeping with the theme of the 1960 White House Conference on Children and Youth that all citizens should strive "to promote opportunities for children and youth to realize their full potential for a creative life in freedom and dignity."

B. Experimental and Demonstration Features

1. Particular emphasis is given to the training of inmates in order to help them to become stable wage earners at the time of release from the institution.

2. The training is of such a nature as to be of value not only to the inmates of this particular institution but to others with the same type of population.

3. A remedial education program, utilizing experimental materials developed jointly with the Department of Education of George Washington University and others, is provided in a controlled setting.

4. Vocational training, utilizing up-dated techniques and the cooperation of local industry in preparing course outlines, teaching plans, and on-the-job training programs, is offered in the following areas:

    a. Automotive Services
    b. Food Services
    c. Welding
    d. Building Maintenance
    e. General Office and Sales
    f. Barbering
    g. Interior and Exterior Painting

5. When, and if, it becomes apparent that a specific training course has been developed to the extent that the Youth Center can and should take it over as a regular part of its training program, NCCY will turn over the course to the Youth Center and will, if it is deemed feasible within the terms of the contract, develop another training program in its place. If, on the other hand, a particular program proves impractical or ineffective, it will be terminated and another program substituted.

6. Coordination and cooperation is developed between the institution, the training personnel, and the probation and parole authorities in order to devise a workable method to support the released trainees by job assistance and placement as well as follow-up.

7. Useful information on the effectiveness of the program is secured by collecting and evaluating data obtained in a continuous process of fellowship.

8. Intensified individual and group counseling is provided the trainees, both within the institution during their period of confinement and after their conditional release.

9. The project provides for intensive follow-up of trainees, including those released under the previous manpower training program.

10. Work is done with the families and the employers of the trainees in cooperation with the U. S. and District of Columbia Probation and Parole Offices.

11. Coordination with the U. S. Probation Office in regard to the social and occupational progress of the trainees is affected.

12. Job development in trades where the trainee has an opportunity for employment at the current rate of pay or where opportunities exist for advanced training, remuneration and responsibilities is emphasized.

13. Individual counseling after release is provided trainees who have difficulties in job adjustment or in developing good working relationships with employers, supervise or fellow-employees, as well as those experiencing family difficulties.

14. Emphasis is placed on remedial instruction, human relations, and on-the-job personal relations through an intensive group counseling program.

15. Whenever appropriate, inmates are trained to qualify for positions under the U. S. and District of Columbia Civil Service regulation, and assisted in obtaining all necessary licenses and clearances.

16. Direct family counseling is undertaken either by project staff members or by a cooperating family service agency to help effect the transition from the institution to the home and also improve the community's acceptance of the parolee.

17. Since this is the first coordinated program operated by a voluntary agency within a correctional institution, every effort is made to involve the community on as broad a basis as possible. In this respect, a contingent of VISTA Volunteers has been deployed at the Youth Center with a focus on individual services.

C. VISTA Education Programs

The use of VISTA Volunteers in the Project Challenge program has added a new dimension to education at the Lorton Youth Center. The Volunteers have provided a wide range of services and activities designed to meet the needs of the "whole inmate." Underlying all of these activities is the philosophy that a man will not have the proper motivation for learning if he is constantly subjected to an emasculating monologue. By providing a dialogue, the VISTA's have been able to adapt their approach to the desires, as well as to the needs, of the individual, achieving a degree of effectiveness that a formal, impersonal and institutionalized program could not hope to attain.

The VISTA education program is designed to serve an inmate population that is educationally deficient, culturally and economically disadvantaged and predominantly Negro. It was obvious to the Volunteers that an education program involving a formal classroom atmosphere was not likely to be effective with men who did not benefit from such instruction in the community. On the other hand, when small group tutoring situations emphasizing personal interaction were offered, these men responded well and evidenced a significant degree of progress.

The Volunteers were also made aware of the tendency in correctional institutions to equate cultural development activities with entertainment, often resulting in a "bread and circuses' atmosphere with few tangible benefits to the inmates. They filled this void, to a certain extent, by offering discussion groups, drama and debating clubs, classes in art and music appreciation, and other activities. Most significantly, they took into consideration the large percentage of Negro inmates and initiated a Negro history class; now they are pressing for the implementation of a comprehensive Negro culture program by the Youth Center. The traditional version to such a program in an institutional setting stems from the belief that it would only intensify existing racial tensions and create additional disciplinary problems. VISTA experience with classes in Negro history, art, and literature, indicates that is is a misapprehension; the Negro inmates have exhibited a healthy pride in their rich heritage, finding it an inducement to change and emulation. Far from creating a disciplinary or racial problem, such a program, by reducing the feelings of alienation and inferiority that are intensified by prison life, could prove to be a valuable rehabilitative vehicle.

The preceding review of educational activities offered in conjunction with a vocational training program demonstrates that small inroads are being made on the existing status of correctional rehabilitation. Unless correctional authorities are willing to extend themselves beyond the confines of traditional thought, however, these limited innovations will not be harbingers of change. Because of the chronic shortages of funds and staff in correctional institutions, the utilization of community resources for such programs is a possible solution. Community volunteers, in addition to not being a financial burden on the institution, are a source of much-needed treatment personnel. That these volunteers may not have professional credentials is not necessarily a valid objection to their utilization. In its 1967 report on the Manpower Development and Training Act, the U.S. Office of Education urges the use of indigenous and subprofessional personnel in institutional instruction, pointing out that the results of their use, in terms of inmate progress, are at least equal to the results obtained by utilizing only professional, certified instructors.[*] This has been the Project Challenge experience with subprofessional and indigenous counseling personnel as well.

The overriding consideration for utilizing volunteers in rehabilitation programs, however, should be the opportunity this would afford to establish a persisting dialogue between community and correctional institutions, both juvenile and adult. Only if this dialogue is established will correctional programs be responsive to the criminal offender's basic need; his lack of orientation and sense of social responsibility as a member of the community. The more complete a man's ostracism during confinement and "rehabilitation," the less likely are his chances for successful re-integration into society as a responsible and productive citizen upon release.

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[*] 1967 Report of the Secretary of Health, Education and Welfare to the Congress on the Manpower Development and Training Act, Government Printing Office, 1967, pp. 55-56.

the washingtonian MAGAZINE

AUGUST 1967 / VOLUME 2, No. 11

The Visual Arts

By Cornelia Noland

Three Galleries and Twelve Convicts

*

Coming Attractions?

Some of the most vital new works I've seen in the Washington area this year are the welded metal sculptures done by inmates at Lorton Reformatory. They were on exhibit in the lobby of the Office of Economic Opportunity for four days last April. These are primitive folk art done by twelve men who are completely untrained in art but have been taught industrial welding at Lorton. They made the pieces in a pilot program for Project Challenge (a brainchild of the National Committee for Children and Youth). The sculptures are direct, forceful, sensitive, and inventive; free of the staleness and preconceptions of intellectual art. One can only hope that at least some of these men, mostly from the Negro ghettos, anonymous except for the one who incorporates his name SAM YOUNG as big as life into his sculptures, somehow manage to continue in this vein when they are released from prison this fall. □

United States
of America

Congressional Record

PROCEEDINGS AND DEBATES OF THE 90th CONGRESS, FIRST SESSION

Vol. 113 WASHINGTON, THURSDAY, JUNE 22, 1967 *No. 99*

House of Representatives

Inmates Forgo Parole for Training

EXTENSION OF REMARKS
OF
HON. ROBERT J. CORBETT
OF PENNSYLVANIA
IN THE HOUSE OF REPRESENTATIVES
Thursday, June 22, 1967

Mr. CORBETT. Mr. Speaker, I hereby am happy to make available to my colleagues and to readers of the CONGRESSIONAL RECORD everywhere, an article which appeared in the Washington Star of June 19, 1967. The article dramatizes the fine work done by the National Committee for Children and Youth at the Lorton Youth Center. The article follows:

CHALLENGE AT LORTON—INMATES FORGO PAROLE FOR TRAINING

(By Donald Fitzhugh)

A man serving time at a correctional institution who waives his parole date so he can stay on the inside and finish barber training must want a job pretty badly.

Two men at the Lorton Youth Center who did just that recently are among 153 inmates who have been part of an experimental education and job training project run by the National Committee for Children and Youth at the center.

The District Department of Corrections, which runs the Youth Center, has been impressed enough with the experiment to offer all the instructors jobs when the program ends in August. And the work of five VISTA volunteers in the experiment is being evaluated to see how this, too, will fit into the department's regular program.

Ray Nelson, the department's associate director for planning, thinks the 14-month experiment called "Challenge," has achieved several of its goals:

It has shown the value of vocational training—not just for teaching a skill—but as a medium to reach the inmate and teach him self-esteem, Nelson said.

And the program demonstrated that VISTA (Volunteers in Service to America) has something to offer in a correctional institution.

The men in the training also think the project, especially VISTA, is a good thing. William Phifer, 22, trained as a barber, says a VISTA worker still comes by to see him, several months after his release.

The "Challenge" staff signed up 219 of the 300 men at the center and let them choose one of seven training areas. The men were then enrolled in classes as their parole or release date approached.

CHOICE IMPORTANT

Being able to pick their training is important to the men, explained Reginald Baker, 22, who was a member of the painting class. "I wanted it. I can kick nobody but me if I fail."

Few have failed. The staff has found work for 34 of the 36 men who have been released since their training ended. Three of the 36 have been convicted of crimes since then, all within two weeks of their release.

The "Challenge" project was started after the end of a Manpower Development and Training Act job program, which was criticized by an evaluation team from Catholic University and not refunded after an 18-month demonstration period ended last June. The evaluation suggested more community support for the men and fewer departmental restrictions during experimentation.

"Challenge" has received outstanding support from business, according to Leon Leiberg, project director. The Northern Virginia Steel Co. donated two arc welding machines in trade for first pick of the "graduates," he said.

On the other hand, Nelson thinks the department may substitute data processing for painting because there was some difficulty getting the men into the union and having them work on government contracts with prison records.

Nelson feels that VISTA's work with the men and their families has been valuable. "They have been able to establish very significant relationships with the inmates," he said.

The VISTA workers tutored the men individually at night, visited their families at night, visited their families and ran a varied program outside of class, including group discussions, films and classes in Negro history.

They even organized an art show of welded sculpture, 15 pieces of which sold for $457—which went to the men—during a week-long showing in the lobby of the Office of Economic Opportunity.

Essentially, the project raised the morale of the men at the Youth Center, according to Dr. Reuben Horlick, center director, who said: "There has been a change in the men—they are self-assured and they have some staying power."

The Corrections Department now plans to ask Congress for permission to juggle its budget to take over when the experimental program ends in August.

(NOT PRINTED AT GOVERNMENT EXPENSE)

Project Challenge Is Called Successful

By Carol Honsa
Washington Post Staff Writer

When a highly praised inmate counseling and vocational education program at the Lorton Youth Center goes out of business Aug. 31 it will leave a few mementos behind:

- The Center's first job-training program, a service it lacked until the experimental Federal program demonstrated its need and value for inmates.
- A Youth Center commitment to beef up its personal and group counseling to help young offenders prepare for their return to society.

A follow-up counseling program for released inmates to help them adjust to community life.

- Improved inmate morale and fewer disciplinary problems.

The outgoing program is Project Challenge, a Federally financed effort of the National Committee on Children and Youth to provide marketable job skills, counseling and community support for young male inmates.

"I am delighted to say that we are absorbing the entire program," said Reuben S. Horlick, Center superintendent for the District Department of Corrections.

The Washington Post

LEON G. LEIBERG
. . . cites VISTA help

Need Demonstrated

"It is a service that should have been in existence here years and years ago. A vocational training facility was never provided at the Youth Center, but this program has demonstrated the need and the value of an intensive vocational training program here."

Horlick said fiscal 1968 funds have been committed to the Center for hiring the Project Challenge vocational instructors, operating the job courses, and hiring additional counseling staff.

Enrollment Voluntary

Enrollment in the Project Challenge courses was voluntary, but Horlick said that all the institution's nearly 300 inmates would have to sign up or face transfer to another institution.

"No one is going to sit around just doing time," he said. "They will have to be in either regular education or vocational training, one or the other."

According to Project Challenge director Leon Leiberg, the project was particularly successful in reaching the inmates because it used "outside" VISTA volunteers and independently hired job instructors. Many inmates hate and fear the authority represented by Corrections Department workers and resist direction and advice from them, he said.

Horlick agreed that this has been a problem. He said the Center was trying to work out greater interaction between corrections officers and inmates but noted it would take time to dispel the fear and suspicion of the young offenders.

Staff Training Needed

"There ought to be a staff training program to change staff attitudes and make them realize that individuals who are warehoused will not be there on ice forever," Leiberg said.

"The job of preparing a man for society is more interesting and challenging than sitting on him to see that he behaves and doesn't cross the lines."

"Leiberg is right in saying that the emphasis should be on a non-corrections staff," Horlick said. "We intend to ask for more VISTAs and to encourage the participation of volunteer groups to bring the community into the institution."

Leiberg, a frequent critic of Corrections Department policies, has hit the Department for releasing too few of his trainees. About 60 per cent of the project's 187 trainees are still in the center and may lose their new job skills and motivation through lack of application, he said.

The project offered courses in auto mechanics, food services, welding, building maintenance, clerical and sales practices, barbering and painting. According to Horlick, the Center will continue to teach the same classes, with some content modifications, plus a new course in heavy equipment operation.

Leiberg said the five VISTA volunteers now working with the Youth Center inmates would stay on their counseling jobs for abut three months.

SALUTATORY:

- Parnell Walker, Representing the Trainee Advisory Council

ADDRESS to the trainees:

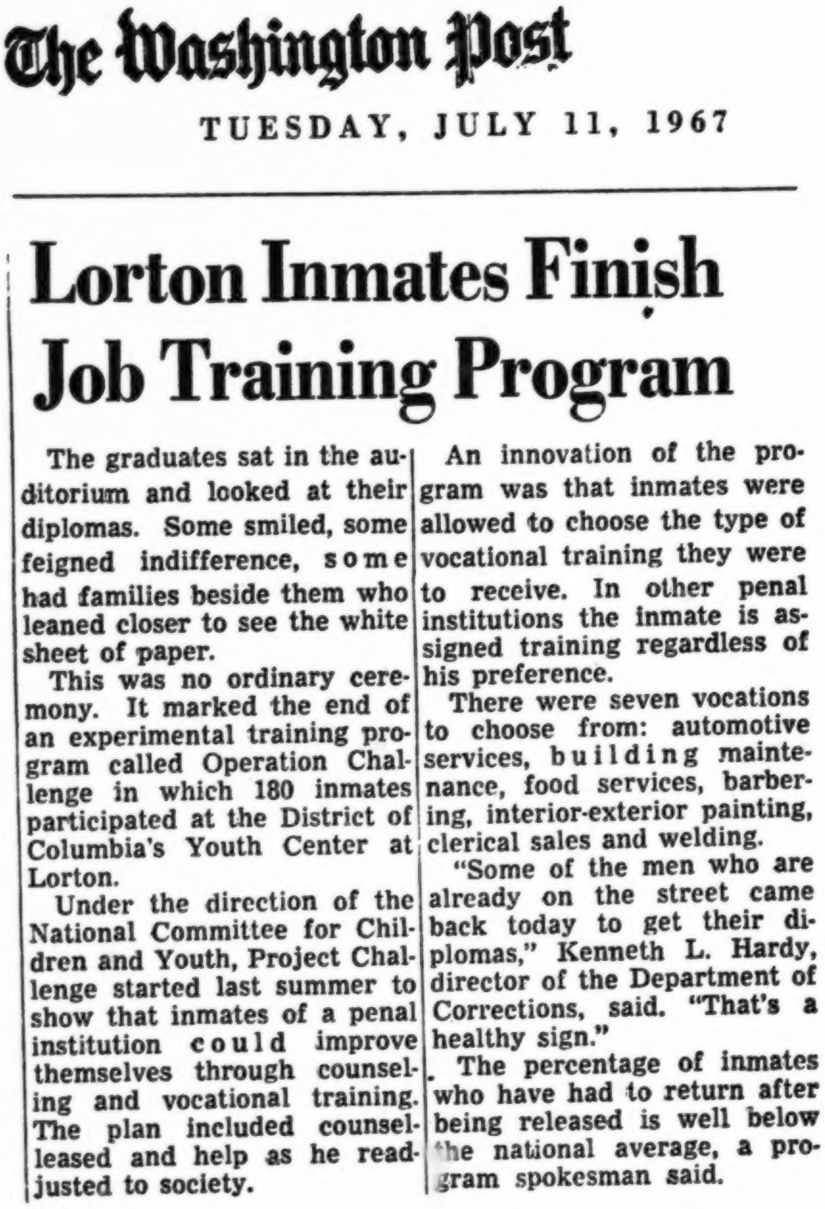
** Dr. Joseph H. Douglass, Chief, Office of Interagency Liaison,
National Institute of Mental Health

** The Honorable Kenneth L. Hardy, Director, District of Columbia
Department of Corrections

GRADUATION PROGRAM

July 8, 1967 - 1:00 P.M.

The Youth Center
Lorton, Virginia



The Washington Post

TUESDAY, JULY 11, 1967

Lorton Inmates Finish Job Training Program

The graduates sat in the auditorium and looked at their diplomas. Some smiled, some feigned indifference, some had families beside them who leaned closer to see the white sheet of paper.

This was no ordinary ceremony. It marked the end of an experimental training program called Operation Challenge in which 180 inmates participated at the District of Columbia's Youth Center at Lorton.

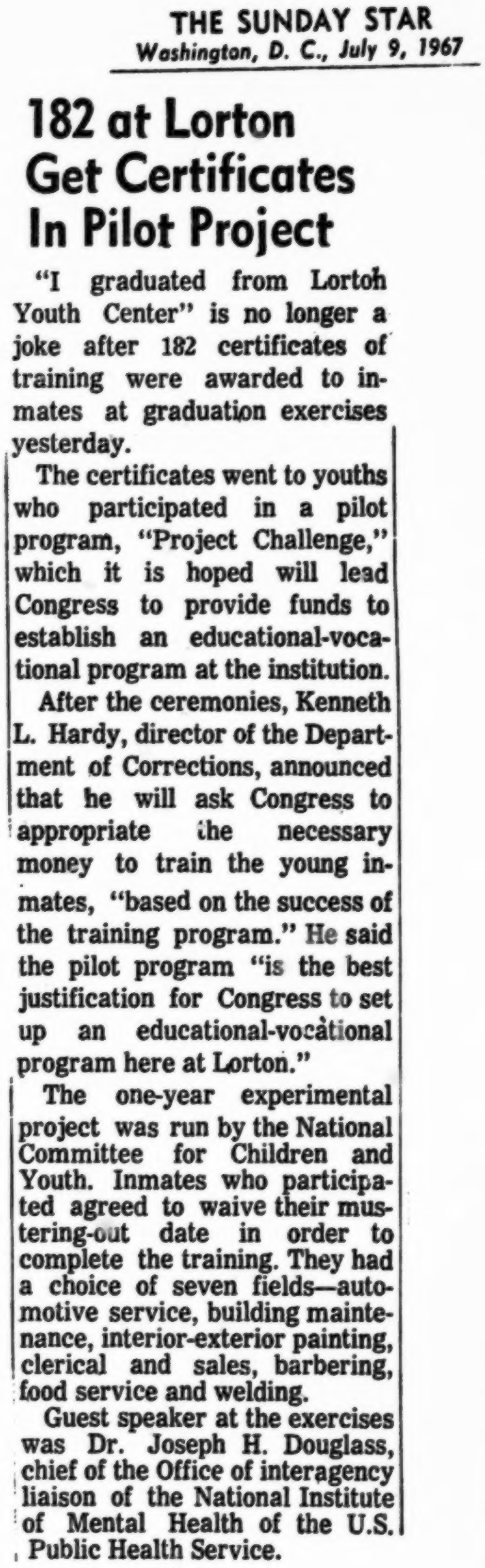
Under the direction of the National Committee for Children and Youth, Project Challenge started last summer to show that inmates of a penal institution could improve themselves through counseling and vocational training. The plan included counsel-leased and help as he readjusted to society.

An innovation of the program was that inmates were allowed to choose the type of vocational training they were to receive. In other penal institutions the inmate is assigned training regardless of his preference.

There were seven vocations to choose from: automotive services, building maintenance, food services, barbering, interior-exterior painting, clerical sales and welding.

"Some of the men who are already on the street came back today to get their diplomas," Kenneth L. Hardy, director of the Department of Corrections, said. "That's a healthy sign."

The percentage of inmates who have had to return after being released is well below the national average, a program spokesman said.



THE SUNDAY STAR
Washington, D. C., July 9, 1967

182 at Lorton Get Certificates In Pilot Project

"I graduated from Lortoh Youth Center" is no longer a joke after 182 certificates of training were awarded to inmates at graduation exercises yesterday.

The certificates went to youths who participated in a pilot program, "Project Challenge," which it is hoped will lead Congress to provide funds to establish an educational-vocational program at the institution.

After the ceremonies, Kenneth L. Hardy, director of the Department of Corrections, announced that he will ask Congress to appropriate the necessary money to train the young inmates, "based on the success of the training program." He said the pilot program "is the best justification for Congress to set up an educational-vocational program here at Lorton."

The one-year experimental project was run by the National Committee for Children and Youth. Inmates who participated agreed to waive their mustering-out date in order to complete the training. They had a choice of seven fields—automotive service, building maintenance, interior-exterior painting, clerical and sales, barbering, food service and welding.

Guest speaker at the exercises was Dr. Joseph H. Douglass, chief of the Office of interagency liaison of the National Institute of Mental Health of the U.S. Public Health Service.

In the Youth Center
for convicted felons
in Lorton, Virginia,
they play the song

"Don't Come Back No More, No More . . ."

Story by Ellen Urvant
Photographs by Michael D. Sullivan

The man with the guitar moves his hands over the strings. A man begins to talk about "how it makes you feel."

A dense forest surrounds the compound at the Youth Center for convicted felons at Lorton, Va. The Center is enclosed by a double security fence and, as it gets dark, a uniformed official in a tower opens steel gates to let out any visitors and administrative people. Peter Howell, a VISTA Volunteer, stays behind.

An inmate remembers an invitation from Howell to join his music discussion group; he leaves his room—a cement cubicle in the dormitory—and crosses the grounds to the brick school building and a room where a group of quiet, gray-clad men are seated at desks. One man has a guitar.

During this session of "Music appreciation from an anthropological and emotional standpoint," Howell plays and talks about blues records.

"Hit the road, Jack, and don't come back no more, no more. . . ."

"They play it in France even if they don't understand the words," Howell tells the men.

They listen to "Lonesome Road," "Lonely in Town" and "I'm a Stranger Here" and a man begins to talk in an objective way about "how it makes you feel." The man with the guitar moves his hands over the strings and the men look at each other.

In an experiment never before tried in a correctional institution, VISTA Volunteers use art, music, literature and drama to stimulate the minds of men caught in prison. At the same time, they help the men gain an understanding of their own feelings and behavior.

The VISTAs' effort is part of Project Challenge, a job training and counseling program financed by the Department of Health, Education and Welfare and designed to increase the inmates' chances of becoming self-supporting after their release—of leading normal, productive lives. The project is sponsored by the National Committee of Children and Youth (NCCY) under the direction of Leon Leiberg.

Approximately 300 men are confined at the Youth Center, which is operated by the Department of Corrections of the District of Columbia. Youthful offenders between the ages of 18 and 26, whom the sentencing judge believes will benefit from the program, are sent to the Center for the academic and vocational training, psychotherapy and counseling provided there. Still, many of the men are unable to get jobs when they are released and many are returned to the Center for parole violations.

Project Challenge, which has six VISTA workers, is a 14-month demonstration project designed to show that more intensive job training, remedial education and community support are effective and necessary for rehabilitation of chronic youthful law breakers. One hundred and seventy men with severe employment handicaps—most high school dropouts—are selected for participation in the project on a voluntary basis. They are given professional instruction in auto mechanics, barbering, food services, clerical work, custodial service and maintenance and building trades. These workshops and academic classes fill most of the day.

It is in the evenings that a man at the Youth Center is most susceptible to feelings of bitterness and hopelessness—especially when left to his own thoughts. Then he recalls a VISTA invitation to some group activity. To escape his solitude, he will attend—even if he is totally unfamiliar with the subject.

In addition to his music class, Howell has a short story discussion group during which men discuss the feelings and motives of characters. He teaches ceramic sculpture himself and has contacted a student from American University who is coming to Lorton to teach painting.

"Howell uses a soft-sell method," Leiberg said. "He never makes value judgments. He's rock solid and his strength comes through to the men."

Three evenings a week, 22-year-old VISTA Harris Neuman meets with about 10 men for a socio-drama session. Fears and hostilities are brought out as men act out problems and situations, such as going for a job interview.

"It's like a rehearsal for life," Neuman said. "The men can see alternate ways of dealing with a situation or a person."

A creative drama group that Neuman has begun is rehearsing *The Connection* by Jack Gelber, a play about jazz musicians who are narcotic addicts.

"The men feel strongly about things," Neuman said. "If I could get them to react on the stage the way they do off stage, they would be terrific actors."

Neuman took certain members of the cast into Washington to see a performance of *John Brown's Body* at Georgetown University. "They were tremendously excited about it," he said. "It sounds ordinary, but for these men it was something new. They have never had a chance to take part in activities like this before."

Music provides escape, both mentally and physically, for some of the men at the Youth Center. A talented jazz drummer, who keeps up with the jazz world on the outside, has gotten together a group of inmates who sometimes give performances on the outside. "The jazz group will have a part in *The Connection*," Neuman said.

The VISTAs work both at the Lorton Youth Center and at the NCCY center in downtown Washington. At Lorton, they tutor men to help them get the equivalent of a high school diploma, lead discussions concerning consumer education, current events, employment expectations and family life. Two women Volunteers set up interviews with prospective employers

VISTA Ronald Woods said, "We have had only one man violate parole and be brought back."

for the men. VISTAs follow an inmate into the community after his release and assist him in obtaining housing or legal assistance, and often accompany him to a new job setting.

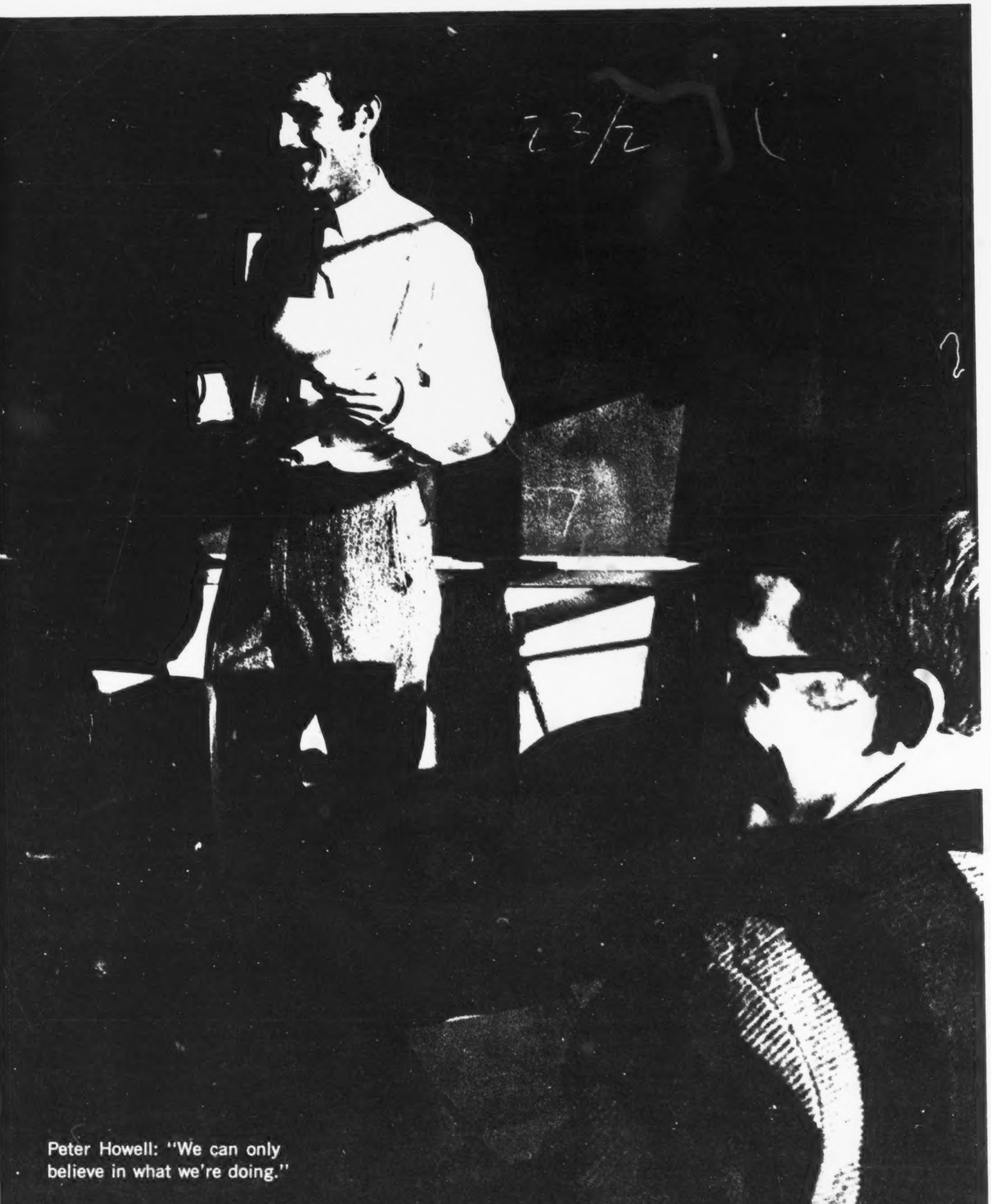
Twenty-year-old Ronald Woods, who spends most of his time in follow-up activities in the District of Columbia, said, "There is no doubt that the follow-up program is effective. Since the program began seven months ago, we have had only one man violate parole and be brought back. Before Project Challenge began, it was common to have as many as 38 out of 40 men violate parole before a year was up, and most came back after being out only a month." The most frequent violations are drinking, leaving the D.C. area, or quitting a job. "Every day some men drop into the Project Challenge center in Washington to talk to a VISTA or NCCY staff member," said Woods. "These guys will go out of their way to please someone they think really is interested in them."

All the VISTAs spend hours in personal counseling. "Sometimes just talking something over with someone is extremely beneficial to a man," Neuman said. "A burden never seems so great after you've told it to somebody else."

Typical of the inmates at Lorton is Will—twenty years old. Five years of his life were spent in a corrections institution for juvenile delinquents. Last time he was picked up he was sent to the Youth Center. Over the hill is the penitentiary.

"Those five years weren't so bad—I was young then," Will said. "I don't mind this place. But I'm getting old. I've got to get out of here and get a job and live."

Neuman told Will, "I know your



Peter Howell: "We can only believe in what we're doing."

Harris Neuman:

"It's like a rehearsal for life."

uncle. He's a good man."

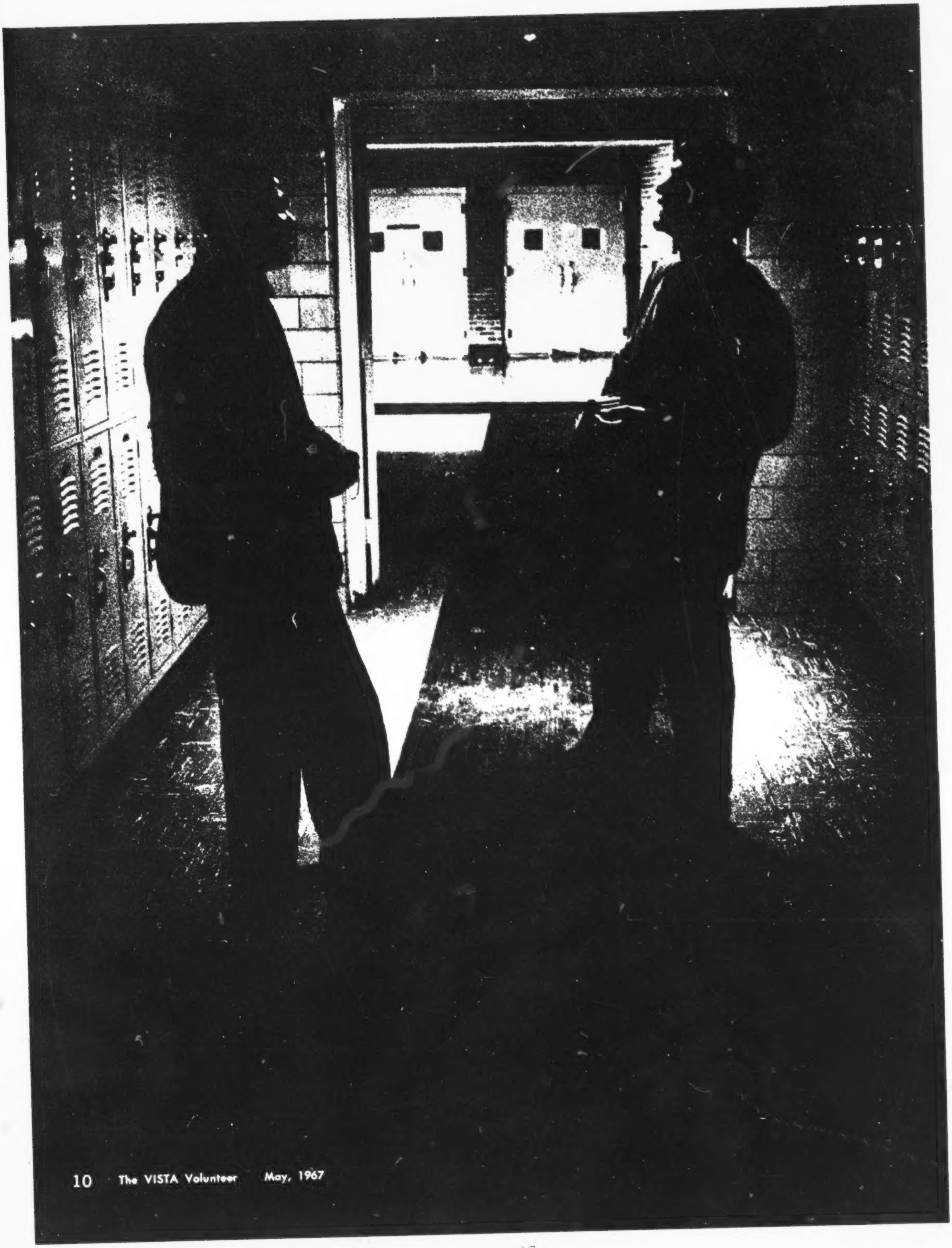
"I'm a good man, too," Will said. "Can't you see it in my face? Righteousness runs in our family."

Because Will is at the Youth Center, which is for diagnosis and treatment and not for punishment, he might get out in a few months, at the recommendation of the Center's director. (Men sent to the Youth Center are not given sentences of a definite duration, but may be released any time on the director's recommendation. This recommendation is based on progress reports made by psychologists and correctional officers.)

The VISTAs have discovered that being sent to the Youth Center rather than a reformatory is not always beneficial to a man who has been convicted of a serious offense, for instance, attempted rape.

"It is cruel to raise false hopes in a man, no matter what his offense," Neuman said. "A man is told when he is sentenced to the Youth Center that if he works hard to learn a trade and takes advantage of the educational opportunities offered, he can earn an early release. But some men are not released, even at the recommendation of the director. If a man is going to be made to serve a definite sentence, he should know it so that he can resign himself to it. The Youth Center is for diagnosis and treatment, not punishment; yet judges send some men here who have no chance of being released due to the seriousness of their offense."

Howell said that he would like to be able to speak of accomplishments at Lorton. "But how can you tell when a man's attitude is changed enough to make a difference in what he will do with his life? We can only believe in what we are doing."



NATIONAL
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FOR CHILDREN AND YOUTH

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MRS. SARA-ALYCE WRIGHT

Dear Mr.

We are presently compiling data for the Project Challenge final report to our funding agencies. You can be of great assistance to us by giving us information concerning your experience with our trainees and our program.

Attached please find an Employment Questionnaire for your use. We would appreciate your filling out this form at your earliest convenience.

Thank you for your cooperation and help.

Very sincerely,

Frederick L. Hill
Employment Counselor
Project Challenge

FLH:js

Attachments - questionnaire
return envelope

EMPLOYMENT QUESTIONNAIRE

1. How would you view the trainee's attitudes, personality and performance on the job?

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2. What is your opinion of the training received? ______________________________

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3. Would you employ another trainee if a job was available? Yes _____ No _____

4. Do you have any suggestions about the training program which could be of help to us? If so, what are they? ______________________________

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PROJECT CHALLENGE

NATIONAL COMMITTEE FOR CHILDREN and YOUTH

GRADUATION PROGRAM

July 8, 1967 - 1:00 p.m.

The Youth Center
Lorton, Virginia

GREETINGS to the trainees and introduction of guests:

-- Leon G. Leiberg, Director, NCCY Project Challenge

WELCOME to the Youth Center:

-- Dr. Reuben S. Horlick, Ph.D., Superintendent, The Youth Center

SALUTATORY:

-- Parnell Walker, Representing the Trainee Advisory Council

ADDRESS to the trainees:

** Dr. Joseph H. Douglass, Chief, Office of Interagency Liaison, National Institute of Mental Health

INTRODUCTION OF INSTRUCTORS AND DISTRIBUTION OF CERTIFICATES:

-- W. Donald Pointer, Training Coordinator, NCCY Project Challenge

REMARKS:

* Mr. William R. Woodfin, Manpower Development and Training, U.S. Department of Health, Education, and Welfare

* Mr. William T. Throckmorton, Project Officer, Office of Manpower, Policy, Evaluation and Research, U.S. Department of Labor

* Mrs. Isabella J. Jones, Executive Director, National Committee for Children and Youth

CLOSING SPEECH:

** The Honorable Kenneth L. Hardy, Director, District of Columbia Department of Corrections

* * * *

Refreshments will be served in the Library following the graduation ceremony.

THE USE OF NON-PROFESSIONALS AND SERVICE VOLUNTEERS IN CORRECTIONS

by

Leon G. Leiberg
Director, Project Challenge
National Committee for Children and Youth

Draper Conference
on
Manpower Development and Training in Correctional Programs

Montgomery, Alabama

May 24, 1967

Ladies and Gentlemen:

It is a pleasure to be here today to speak about a subject few correctional systems are as yet willing to seriously consider: "The Role of the Nonprofessional, Indigenous Worker in Corrections."

It is also fitting at this time to thank the Office of Manpower Policy, Evaluation and Research for making it possible for this conference to take place. As has been true in the past, and I sincerely hope it will be true in the future, "OMPER" provides not only funds but encouragement and support by its policy of attempting to find new ways and new solutions to some of the long-standing labor problems that have beset our society.

In an age of immense prosperity and opportunities for those who have the credentials, this policy has helped to make members in good standing of many thousands who otherwise would have lived an unfulfilled promise.

In recent times, an increasing number of articles and a book or two have commented on the need for the utilization of indigenous workers in the many fields of social endeavor, mainly because of the growing shortages of skilled and qualified workers in an expanding area of need. The examples that have been made possible by federal funding and the support of groups in many cities bear witness to the effectiveness, the dedication, and the whole-hearted participation of those who, for too long, had been kept on the fringes of employment by lack of academics and the possession of police records, but have been permitted, by virtue of changed circumstances, to demonstrate contributions few believed possible.

Corrections, as a field, has been cuatious of raising the subject for fear of opening a Pandora's Box of problems. These conceptions and misconceptions have been aptly described in years past by Dr. Marvin Wolfgang, a professor of sociology at the University of Pennsylvania, who wrote in his pamphlet Crime and Race, published by the Institute of Human Relations Press, that "We can now afford to be more optimistic because we are coming to recognize that some of the forces leading to crime and delinquency may be subject to control. A child is not destined to become delinquent as is an acorn a tree. But there are forces that determine his chances for successful or stunted growth." The development of organized movements to increase the opportunities of all is an index of society's awareness of these differences between what Sheldon Glueck calls "destiny and destination."

The National Committee on Employment of Youth, in a pamphlet published in 1966 by the United States Department of Health, Education, and Welfare, Office of Juvenile Delinquency and Youth Development, also discusses the new roles for nonprofessionals in corrections at length. Emphasis is given to the need to assess manpower requirements and how to determine terms of function, while suggesting that new methods of staff selection seem appropriate to utilize the full potential source for staffs. Particular reference is made to the successful utilization of ex-offenders in the New York State Division for Youth, particularly in the after-care program.

When Project Challenge started the plans for its program at the Lorton Youth Center in Virginia, the realities of the institutional experience were all too familiar. It seemed at the time that those living in the institution and those charged with their supervision not only had very little in common, but also that a wide gulf separated them, as if the aspirations and needs of one group were totally alien to the other. This growing estrangement between those incarcerated and the persons charged with the responsibility of guarding them is paralleled by the distrust and hostility faced by law enforcement officers in most of the large urban centers.

We believe that this pattern is not irreversible and that the key to good citizenship is, to some extent, the example individuals provide who have chosen not to break the law, although originating from the same urban ghetto as the violators.

Examples of positive leadership developed among the underprivileged in programs sponsored by the U.S. Government point the way to the belief that alienation is not so total as to preclude any meaningful dialogue and cooperation between the power structure and the masses.

The Federal Civil Service Commission has been breaking ground in its efforts to provide jobs for those who have had brushes with the law at some point in their life, and private businesses are being encouraged to hire individuals with evidence of skills, but possessing police records. The federal bonding program is a good illustration of the start of the government's desire to make room for a substantial percentage of individuals who must become part of the mainstream.

Corrections has not been receptive to the idea of hiring people with criminal records on the assumption that custodial problems would be magnified by the introduction of contraband and by possible friction developing among its tradition-oriented line staff, while problems of management would occur if the sub-professional would be given an opening to the system.

The growing shortages of qualified personnel in the correctional system of large urban areas is, however, beginning to pose serious problems in respect to the staffing patterns of these institutions, and affects their programs: vocational shops remain idle, activities cannot take place, etc.

Since the purely custodial responsibilities have by and large been held by personnel whose outlook and ideology is not prone to provide for meaningful change outside the narrow limits of supervision of men confined behind a perimeter of walls and towers, we can all agree that the regions of decision-making and innovations in corrections have been inhabited by the professional in the field, reluctant to deviate from the very narrow path of tradition. The Joint Commission on Correctional Manpower and Training will help, I am sure, to produce greater flexibility and encourage innovations which will produce better services.

Arthur Pearl and Frank Riessman, co-authors of Mental Health of the Poor, recognized that "There will always be resistance to overcome even if resistance reflects no more than inertia. Resistance is overcome only when there is pressure for change." This month, in the latest issue of Social Case Work, the official publication of the Family Service Association of America and a most conservative publication, the training of indigenous community leaders for employment in social work has surfaced as a possibility worthy of consideration without fear on the part of the professional social worker.

This concept was explored successfully by the Center for Youth Studies of Howard University in Washington, D.C. with delinquent and generally anti-social youth who had been randomly selected for training and were placed in job slots previously left unfilled. These individuals have proven themselves to be the key element in bridging the gulf of misunderstanding by virtue of their own example that social improvement is possible and that the system does provide the opportunity for access. It is individuals such as these who, when trained and motivated, will provide far better positive assistance by example to the offender than correctional officers will manage to do.

The National Committee for Children and Youth, in its program at the Lorton Youth Center in Virginia, has attempted to demonstrate that unorthodoxy can produce excellent results. The attempt made consisted of three separate ways to incorporate individuals with varying skills and experience levels, as well as those having criminal records, into a program geared to the youthful offender in a correctional institution. We believe that the results are sufficiently encouraging to warrant a close look by all those who have charge of administrative hiring policies in the field.

What was attempted was:

(1) The hiring of instructors not possessing teaching licenses and whose experience and educational achievements were far removed from the traditional education requirements. Instructors were hired on the basis--first of all, of knowledge of their field; and secondly, because it was felt that their own example would provide the necessary impetus for improvement by reasons of identification with the target population. It is evident that not all instructors have performed at the same level of achievement, but they have performed as a group at a very high level and with better results than the traditional vocational supervisors operating within the institutions. The latter have been unable to establish the kind of relationship we believe is essential to obtaining meaningful change.

(2) Counseling personnel were selected with an eye toward providing as wide a spectrum of education and background as was possible within the limited positions open in our project. Here, also, individuals with records and without advanced education were working side-by-side with counselors in possession of advanced academic credentials. In every instance the work performed has been of an extremely high caliber, and demonstration of total involvement the standard norm. The reason for this good relationship and excellent performance may be the fact that credentials were not made public to the institutional staff.

Project Challenge, in addition to experimenting with paid, nonprofessional staff members, also broke ground in the utilization of service volunteers in corrections. We saw, yesterday, the contribution the college corps has made here at the Draper Correctional Center. We have seen their dedication and we have seen the conditions under which they perform, but they are basically related to and supportive of the system, which is authoritarian and controlling. The service volunteers utilized with Project Challenge have a basic orientation which is inmate directed and often times at odds with the concept of prisons. Both groups make a substantial contribution and assist in providing for effective rehabilitation.

Our VISTAs, for the first time in a correctional institution, participate on a continuous and full-time schedule both within and without the institution. This involvement is reflected in the wide range of VISTA activities at the Center: academic tutoring, discussion groups, sociodrama, individual counseling, driver education, instruction in experimental remedial education materials, a course in Negro history, a music appreciation group, a drama section, and an art class. Other projects are in the planning stage, including a Gavel Club, a Debate Club, a college scholarship program, a tutoring program involving community volunteers, and a creative writing class. This list illustrates the attempt made to reach the men in a variety of ways, often using new and unorthodox techniques, and both the individual and group approaches.

The key to success in the VISTA program lies in changing the individual's attitude toward knowledge. If a man can be made to feel the excitement of learning, it is a significant contribution to his development regardless of the quantity of material absorbed in the process. Accomplishing this, however, is not a one-sided affair; the men have much to offer if only they are consulted and listened to. Underlying all VISTA activities is the philosophy that a man will not have the proper motivation for learning if he is constantly subjected to an emasculating monologue. By providing a dialogue, the Volunteers have been able to adapt their approach to the needs and desires of the men, thereby achieving a degree of effectiveness that a formal, impersonal, institutionalized program could not hope to attain. Following is a brief discussion of problems and progress in several of the VISTA activities.

Tutoring

Evening and weekend tutoring by the Volunteers fills an important void in the Youth Center education program. NCCY vocational courses require at least six hours a day of the trainee's time, preventing him from attending the institution's regular classes, and non-NCCY men who require individual attention find the institution program inadequate. Most of the tutoring is done on a small group basis in which the individual receives more attention that would be possible in a classroom setting but has the added excitement of group feedback and interaction. VISTAs feel that it is important to keep the groups small enough to allow individual relationships between tutor and student to develop. It has often been the case that a student will participate in such activities with needs other than simply academic instruction.

Remedial reading instruction, conducted by Mike Bohen, answers a vital need for the many Youth Center students who are school drop-outs at an early age. Inadequate financing, however, has prevented this activity from becoming optimally effective. The lack of a satisfactory graded-progress system and the necessary variety of materials are major deficiencies. Two good graded-progress publications are available from the Laubach Literacy Fund, Inc. but one, a weekly newspaper called News for You, does not accommodate the reader who is below the third grade level; and the other, a set of six books for the functional illiterate, called Building Your Language Power, costs $8.00 per set and is useable only once. Newspapers and magazines, while partially satisfying the variety requirement, are only worthwhile for men who are at the fourth or fifth grade reading level.

Peter Howell and Harris Neuman are engaged in math tutoring. Several of their students learned fractions for the first time while in this program despite many years spent in the District of Columbia school system; now they handle problems of algebraic substitution with ease. They are examples of the many men at the Youth Center who are unable to produce in a classroom situation but respond well to individual or small group treatment.

Discussion Groups

VISTA discussion groups are hindered by a problem that is endemic to the institution--the difficulty of achieving integrated participation in voluntary activities. No matter how far ranging a discussion, it invariably returns to the subject of race relations but, with the groups comprised almost entirely of Negroes, this question does not receive the balanced, frank and healthy exchange of views it requires. Despite this handicap, the groups frequently generate stimulating and enlightening discussions of important issues; issues that would not ordinarily get the individual attention or comprehensive examination this activity provides.

The movie discussion group, conducted by Ron Woods and Mike Bohen, meets weekly to view and discuss various social dilemmas portrayed on the screen. At one particularly interesting session, a film about drug addiction, entitled "The Riddle," was shown to an audience of about 60 men--well above the usual turnout. The film was an excellent one for discussion due to its short length and the fact that it wasn't blatantly moralistic. Only ten men remained after the screening but they were asked to express their comments into a tape recorder. It was the first time a recorder had been introduced into a discussion group and it turned out to be the hit of the evening. One of the men acted as a group leader, directing conversational traffic with the microphone, and a dynamic discussion of the film ensued for more than two hours. The men were fascinated by the machine and asked if it would be used in the proposed Gavel Club and debating groups. The willingness of the men to speak into a recorder and participate in a critique of the feedback bodes well for the future of public speaking activities at the Center.

Peter Howell moderates a short story appreciation group. The short story is an ideal subject for literary discussion due to its brevity and the ease with which it can be reproduced. At first this activity got off to a slow start because of the reluctance of participants to read aloud before the group. This obstacle was overcome by a change in procedure; now the men read the stories during their free time and limit group discussions to critiques of the assigned reading. This activity now shows promise of living up to its great potential.

Sociodrama, Drama

Sociodrama and dramatics are two activities handled by Harris Neuman. Sociodrama is a form of group "therapy" in which problems brought up by individual members are examined through role playing. The man who presents the problem not only plays himself but takes his turn in portraying other people involved in or affected by the situation. By assuming another person's position in relation to the problem, a man is often able to gain a more objective view of his own condition.

Though sociodrama got off to a good start, attendance and interest have declined in recent months. Mr. Neuman attributes this to the fact that sociodrama can be very threatening to a man's complacency and subjective view of himself. Another difficulty stems from a climate at the Youth Center which inhibits the frank discussion of personal problems.

It is difficult to assess the future of sociodrama but it has the potential to become a valuable rehabilitative vehicle. In its short existence it has taken the wind out of several potentially dangerous situations and has proven an effective means of enabling a man to look at himself with some semblance of objectivity.

The Drama Club is currently working on a production of "The Connection," a two-act play by Jack Gelber. When this activity first started, it was difficult to get the men to commit themselves to regular rehearsals. In an attempt to give them a better understanding of the theatre, Mr. Neuman invited the Garrick Players, a professional repertory company from Washington, D.C., to perform at the Center. Almost 100 men attended their performance of "The Marriage Proposal," a two-act comedy by Anton Checkov. For most it was their first experience with live theatre and they thoroughly enjoyed it.

Mr. Gerald Slavick, leader of the Players, was so pleased with audience response in a question and answer session following the show that he extended the men an open invitation to attend regular performances of his company at their downtown theatre. Five men subsequently attended the group's presentation of "John Brown's Body," and other trips are planned. Mr. Neuman reports that this exposure to live theatre, in addition to broadening the men culturally, has renewed and intensified their interest in drama activities at the Center.

Music Appreciation, Art

The music appreciation activity is going well, with Peter Howell expertly mixing blues, jazz, and rock 'n roll for his group every Thursday evening. In connection with this activity he has found that many men would like to learn to play a musical instrument but there is a shortage of instruments and a complete absence of qualified music teachers at the Center.

Miss Nancy Cover, an art student at American University, accepted Peter Howell's invitation to teach painting at the Youth Center for two hours each Saturday afternoon. It is a popular activity and an important one; there are many men at the Center with artistic talents who never before had the opportunity or encouragement to express themselves. When another teacher is found, the art class will be expanded to include clay sculpturing.

In the foregoing review of VISTA activities, several characteristics of the Youth Center population were evident: the men were predominantly Negroes, school drop-outs, and products of culturally and economically deprived backgrounds. It is obvious that such a group will not readily benefit from the usual institutional programs. They must be reached by unorthodox methods and specialized subject matter, at least as supplements to a formalized education schedule. Following are several recommendations, based on VISTA experience, for providing such a program at the Youth Center:

> * The education process at the Youth Center should become more personalized and responsive to the needs of the individual. This might be accomplished by hiring more teachers, but a more economical and effective procedure would be to invite community volunteers to the Center for evening and weekend tutorial work similar to that now provided by VISTA. A cooperative program could be established, for example, with the D.C.

Teacher's College, whereby the college would supply students for tutorial work on a paid or an earned credit basis. Aside from the obvious advantages to the Center, this arrangement would provide the future teachers first-hand experience with the deficiencies of the present District school system as reflected in the Youth Center population.

* Another beneficial change would be the initiation of a comprehensive Negro culture program at the Center. By decreasing the feelings of alienation, frustration, and inferiority that are intensified by prison life, such a program could prove to be a valuable rehabilitative stimulus.

Here again, the institution could turn to the resources of the community for assistance: the New School of Afro-American Thought, the African Institute, Howard University, or the NAACP. Some might argue that such a program would only intensify an already volatile racial situation at the Center; others that the men would not be interested in anything not directly related to sex, parole, or a good-paying job upon release. VISTA experience with a course in Negro history has been just the opposite: the men hunger for things of the mind, and find the rich heritage of the Negro race a source of pride and an inducement to change and emulation.

* A third recommendation involves implementing the suggestions presented in Hooked on Books*, by Daniel Felder. This book describes an experimental program at the J. Maxey Boys Training School of Michigan, in which ordinary textbooks and library volumes were replaced with paperback books covering a wide variety of subjects. The reading material was then displayed on drugstore-type racks throughout the institution for use at the men's convenience. The experiment was a phenomenal success at Maxey where, before its inception, high school age students were reading at the fourth grade level and showed little interest in progressing. The secret of its success was the provision of easy access to attractively illustrated, paperbound books and variety in subject matter. The Youth Center is presently moving in the direction of making reading a pleasurable and voluntary experience for the men and it is hoped that this progress continues. Hooked on Books would be a useful guideline to fully implementing such a program.

# # # #

This brief report does not exhaust, by any means, VISTA involvement at the Youth Center. Nothing has been said about the work of Volunteers Martha Epstein and Beth Williams in job development and placement; and little has been mentioned about the amount of time spent on home visits and individual contacts. Much of the Volunteers' time at the Center is spent simply talking with the men and listening to them. Such seemingly idle conversation plays an important role in developing meaningful human relationships. Often it leads to something really significant; something a man had on his mind and wanted to say for a long time but couldn't until he felt it was the right moment.

The important aspect of their involvement at the Center is that the Volunteers face the men positively and never stoop to downgrade or belittle them. They work unceasingly to help the men to view themselves as constructive human beings; the men in turn help the VISTAs to "keep the faith."

This "Volunteer for all seasons" relates closely to the needs of the inmates rather than to the needs of the administration, and can reduce explosive issues when the correctional line staff feels threatened by such. At first, however, the Volunteers' presence in an environment where 92 percent of the population originated from an urban ghetto was taken with a great deal of mistrust by the inmates. It was as if the men expected the Volunteers to quickly lose interest after the initial confrontation. Their surprise at discovering that the dedication, the interest, and the sincerity of this non-authoritarian group was not limited to a few hours but remained constant, eventually convinced all but the die-hards that we were meaning business.

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*Berkeley Medallion, $.50

A few words are necessary to point out that the responsibility for selection and training, as well as for recruitment, was handled in its entirety by the VISTA program, which does not provide the experience or the training methods which would assure a high percentage of successful placements. In this respect, we cannot be emphatic enough in urging the Office of Economic Opportunity that criteria for recruitment and selection, as well as de-selection, be strengthened and ruthlessly enforced. It is much less painful to the Volunteer and much less dangerous to the program for an individual who becomes obviously threatened by involvement with a population completely out of his sphere of experience, to be directed to a program more in keeping with his ability and talents than to be deployed by sheer virtue of administrative inertia into a situation which can be extremely dangerous and self-destructive. The culture shock which jolts the Volunteer once he has taken hold in the program can become a very painful experience. But casualties are to be expected in such a program; routines are disturbed and many sacred cows resettled to less green pastures. Not all Volunteers are able to take the strain nor have the stamina to work long hours six days a week.

Many of the young male Volunteers presently serving throughout the United States possess high moral qualifications as well as a genuine desire to serve their country, but it is also true that many of these young individuals possess (as was found in a representative group) a sense of rebellion against authority as presently constituted, in addition to their expectations that their service will keep them outside the reach of the induction centers. Such non-conforming and strong-willed individuals require and need the best supervision if their role is to be effective and their help meaningful. Time has to be set aside for their training, and the opportunity provided for a meaningful dialogue, while honesty to all concerned requires the elimination of those who cannot maintain objectivity or who over-identify. Their example, and their dedication to give one year of their life is not lost and does much to help restore to a brighter luster the often dimmed hope that society really cares.

EDUCATION AND TRAINING VERSUS MAINTENANCE AND OTHER PRISON WORK PROGRAMS

by

Wesley Donald Pointer
Training Coordinator, Project Challenge
National Committee for Children and Youth

Draper Conference
on
Manpower Development and Training in Correctional programs

Montgomery, Alabama
May 24, 1967

Ladies and Gentlemen:

It is with much pleasure that I speak to you this morning on a subject that raises serious implications for management and organization of manpower and development training programs in correctional institutions.

Both in the past and at present, the interrelationship of vocational education and training and prison maintenance, production and other work programs has been amorphous and obscure. Behind this issue and contributing to its obscurity lies an issue which has been debated by the more enlightened since society first conceived the idea of locking up its law-breakers.

The original theory was simple enough. Men who violate society's laws are removed from society, partly as punishment and partly to eliminate at least temporarily their freedom to repeat the violation. No such simple justification for imprisonment can be acceptable to modern corrections although a great many of the nation's prisons are still operated as though punishment and security were their only functions. Unless there comes a time when all offenses are made punishable by death or life imprisonment without parole, the correctional apparatus must gear itself to the inevitability of the offender's return to the community.

From a historical perspective, divergent trends and confusion of goals have plagued the development of prison work and training programs. One trend reflects the attitude that prison labor should be looked upon as different from labor in general. In keeping with the punitive philosophy or ideology the inmate is thought of as part of the abnormal work of repressive confinement. Labor is seen as punishment and as an obligation imposed on the prisoner. His hard labor is deprived of the dignity and incentives of labor in general. His work becomes an activity which isolates him from the rest of society. The deterrence and rehabilitative rationalizations for punishment prescribe hard work at lowest levels of skill. Even with the rise of humanitarian concern for the lot of the prisoner, the opportunity to work was advocated in the spirit of charity to help the prisoner avoid the moral and physical degredation of idleness; even the humanitarians did not seek to end the differentiation between labor behind bars and labor in the community.

The second trend has been toward improvement of prison labor conditions and increased concern that prison employment should play a part in rehabilitation of character. The aim here is to prepare the inmate for a constructive life after release, and prison labor is viewed as an activity intended to reduce the alienation of the offender from society. Tasks are related to the inmate's self-interest and vocational instruction is used to develop occupational skills and work motivation.

Work and prison labor programs, viewed from this perspective, are largely an outgrowth of the philosophy of punishment, with gradual shift of emphasis to the role of a "filler" to prevent undue idleness. Vocational training and education, in contrast, are reflections of social science influence and products of the philosophy of rehabilitation. Maintenance, production and other work programs, even today in many institutions, are geared almost exclusively to operating and maintaining the institution and the system. Rehabilitation in such programs is subordinated and often any benefit to the individual inmate is quite incidental.

Prison labor and training programs have also been viewed as something to be used to help balance the institution's budget. Increasing acceptance of the state use system may be viewed as an adjustment of prison administration to the pressure of critics of prison competition with free labor. Being able to cite reductions of governmental costs through prison industries may also be viewed as a factor in meeting criticism.

An affluent society sometimes economizes in the wrong places; a most shortsighted kind of money-saving is that which cuts down on the rehabilitation work in our correctional institutions or administrative policies which negate rehabilitative efforts as the price for budget balancing.

The cost to society of such economy was indicated in a report of the Federal Bureau of Investigation released in early 1966. A study of 6,900 former inmates released in 1963 showed 48 percent of them arrested for new crimes in their first two years of freedom. A more recent report from the Federal Bureau of Investigation on a follow-up study of releasees from the District of Columbia's Lorton Youth Center over a longer period of time indicates a 78 percent recidivism rate. These statistics are closely related to another "possibly fewer than 5 percent of the people now in prisons and reformatories are receiving training for jobs they can continue when they get out." The authority for the latter figure is Charles S. Prigmore, former Executive Director of the Joint Commission on Correctional Manpower and Training. Dr. Prigmore further noted that "even the best correctional systems are giving only about 20 percent of their inmates useable job training."

These statistics constitute a serious indictment of our correctional institutions and are particularly disturbing in the light of research findings by Dr. Daniel Glaser in his five and one-half year study and evaluation of American correctional programs.

Dr. Glaser's survey, based on extensive interviewing of inmates of several federal correctional institutions, indicates that vocational education and trade training is the major concern of those confined in institutions. Dr. Glaser observes: "Even granting the probable tendency of inmates to try to describe themselves favorably, it is of interest that, considering all interviews collectively, learning a trade or in other ways preparing for a better job opportunity outside a prison was the first interest of most inmates at every prison studied . . . This is consistent with . . . the findings in every comparable inquiry on other components of our project which suggest that the predominant concern of most federal offenders is with their economic problems."[1]

It is apparent that many inmates see vocational training as the only rehabilitative or constructive activity the institution has to offer. Frequently they will ask for nothing else. It is therefore often an entering wedge to reach a man through other phases of the program. It has been observed that many inmates placed in training and work programs which interest them rapidly develop work skills, gain self-respect and gradually begin to think more of a future at that occupation than of a return to criminal behavior. In many instances it is the skill acquired in prison which is responsible for changed attitudes and outlook. These observations are documented further by several relevant conclusions drawn by Dr. Glaser. His research indicates that approximately 90 percent of the inmates released from correctional institutions profess a desire to "go straight." While it is difficult to assess the sincerity of these intentions, it is apparent that they are rapidly dissipated as a result of the many difficulties and pressures of post-release adjustment. A second conclusion relevant to this discussion is Dr. Glaser's finding that a major factor in the rehabilitation of offenders is the opportunity for application of skills developed from institutional training in post-release employment.[2]

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[1] Glaser, Daniel, The Effectiveness of a Prison and Parole System, The Bobbs Merrill Co., Inc., New York, 1967, p. 113

There are few aspects of institutional life that are further removed from the realities of modern society than the vocational and occupational training programs. For the most part, they are geared to the organizational needs and requirements of the prison system rather than the individual needs of the offender or the needs of the social system itself. In many instances, the reluctance of the correctional institution to encourage a more effective dialogue with the community and the overriding concern for security has created a condition of stagnation. The relative isolation resulting has led to the perpetuation of unimaginative programs, disregard for new processes or methods and adherence to worn out traditions.

Industrial training is still heavily oriented toward production. Indeed, if this training has any relation to the outside world it is generally to the philosophy of the counting house--that is, the purely financial proposition that the function of correctional industry is solely to provide needed prison goods or goods for state comsumption at production costs comparable to or lower than those of private industry. Instead of being concerned with training schedules, they are primarily concerned with production schedules.

We have long recognized the role of functional literacy in the rehabilitation process, but in many instances our correctional industrial training programs have not yet recognized the role of functional, marketable job skills.

We have long recognized the role of home and social environment in the rehabilitation of the parolee, but our correctional industrial programs have failed to fully assess or often even consider the role of the economic environment--though we frequently see its effects in the form of revoked paroles and high recidivism rates.

In a society that demands increasingly complex skills from those who would compete successfully, our correctional vocational and occupational training programs continue to prepare men for low value single skills or in skills that a rapidly changing technology is fast erasing.

Production and maintenance type programs are frequently under the gun to meet production costs or work schedules. Because of this pressure, many supervisors feel they can't afford to take the time for training. Many correctional vocational or work supervisors reflect the attitude that anything that keeps the inmate occupied is good in itself and that training inmates in skills directly related to the needs of private industry is an expensive and expendable frill.

The effectiveness of training and skill development resulting from institutional industrial and production-type programs would be substantially increased by placing the organization of such programs on an economic basis equivalent to that used for the organization of free work. Complaints about unfair competition cannot be met so long as work conditions in institutions are not the same as those existing in the industrial community. Opposition from the free markets can be overcome when work, wages and all economic activities in institutions are organized in accordance with the principles governing free labor. In this regard the recommendations of the President's Commission on Law Enforcement and the Administration of Justice hold promise of Federal support for easing long standing restrictions on prison industries. In one of several recommendations aimed at improvement of vocational training and correctional industries, the Commission urges that: "States should work together and with the Federal Government to institute modern correctional industries programs aimed at rehabilitation of offenders through instilling good work habits and methods. State and Federal laws restricting the sale of prison-made products should be modified or repealed."[3]

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[2] Ibid, p. 141-148

In some of the larger, more diversified state correctional programs and in the Federal Bureau of Prisons' Industries Division more comprehensive and realistic industrial trade training is possible. The larger systems have also pioneered in reducing the artificiality of training offered through industrial programs by establishing trade advisory councils. Participation by organized labor and management provides for better, more realistic training for inmates, improved industrial operations, increased employment opportunities and a general understanding and appreciation by labor and management of correctional problems.

Organizationally and administratively, maintenance and industrial production-type operations are usually tied to staff divisions of engineering and state use industries, respectively. As a consequence, while theoretically they make up part of the total rehabilitative effort of the system, functionally their primary concern is with keeping the institution in operation and reducing costs of institutional care. Efforts are seldom made to provide for meaningful integration of these programs with vocational education. Indeed, no such merger or integration should be attempted until the goals and functional objectives of these programs are clarified and a balanced and complementary plan designed to achieve more consistency with the overall purpose of the system.

In institutions having vocational education components staff problems arise frequently from salary and status differentials between vocational instructors and maintenance and work supervisors. While, ostensibly, both are charged with instructional and training responsibilities, certification requirements and the short supply of vocational training specialists necessitates higher pay schedules to facilitate recruitment and retention of personnel. Salaries for vocational and work supervisors are generally much less, and this together with real or imagined status differentials contributes to estrangement, jealousy and often the development of insularity and competition between these programs.

The defining of purposes, goals and objectives and the establishment of priorities governing the relationship between vocation training, education, and maintenance and production programs within the institution is a responsibility of correctional management. The obscurity and confusion which result from the divergent and often conflicting ideologies which underlie this relationship demand careful and continuous analysis and assessment. Once the issues have been carefully analyzed there is need for the establishment of an effective organizational plan, with adequate resources and strong effective leadership, which can best develop and adapt itself to achieving the established objectives. Failure on the part of correctional administrators to come to grips with the dilemma often posed between institutional work and training programs will result in tugs and pulls between these programs and confusion of roles and responsibilities of those responsible for directing and executing these activities.

A vital consideration in the management of the relationship between training or vocational education and other work programs involves a careful study and analysis of the training needs of the inmates and the training value and manpower requirements of maintenance and other work programs. Correctional management has applied management analysis techniques to problems of manpower or staff utilization. Standard formulas have been developed for correctional officer deployment through the use of procedures such as the post-trick analysis. Other formulas have been developed for casework staffing patterns, etc. Seldom, however, does one find an institution which concerns itself with developing realistic formulas for utilization of inmates in maintenance and work operations. Quota sheets for squad assignments are usually available but are, all too often, based on convenience factors rather than realistic assessment of manpower requirements

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[3] The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, U.S. Gov. Printing Office, Washington, D.C., 1967, p. 176

Based on such a study, and assuming the existance of a relatively well developed and diversified vocational education and training program, maintenance and institutional needs assignments could be reduced to the minimum requirements. Maintenance work and repair activities are both genuine forms of labor and have their counterparts in the employment market of the free community. These activities offer genuine training value provided they are well organized and kept within reasonable limits. These assignments could be tied in, where possible, with training and vocational education. The few remaining unskilled tasks can, if necessary, be performed in rotation by all inmates.

Existing institutional maintenance operations are often heavily overmanned with several highly skilled men doing most of the work, while unskilled trainees look on. Brick masonry training is an example of an area which frequently is tied closely to institutional needs. A few experienced,highly skilled masons carry out assigned tasks in maintenance and new construction with a large number of unskilled trainees mixing mortar or performing other unskilled jobs and seldom participating in those areas of training which offer opportunities for real skill development. The practice of exploiting inefficient labor or overcrowding assignments results in inferior workmanship, encourages waste and is generally antithetical to the development of good work habits and motivation toward the acquisition of skills. According to the Manual of Correctional Standards of the American Correctional Association, usually no more than 25 percent of the inmate population should be assigned to maintenance operations.[4] This percentage, it is noted, will vary depending on such factors as size of institution, its physical arrangement, type of inmate, etc. It would seem that with the trend toward automated equipment in our more modern institutions, maintenance assignments could be reduced to near 10 percent.

I think of one institution where,only recently, one third of the inmate population was assigned to the culinary division.

Assuming the acceptance of the goal of rehabilitation, the interests of the inmates and of their vocational training should not be subordinated to the purpose of maintaining the institution.

Indoctrination of training personnel who have functioned within the framework of institutional production and maintenance operations for long periods of time is at best a difficult task. The use of modern methods of instruction requires directed efforts toward up-grading of personnel and more emphasis on in-service training and staff development. Here again conflicting goals and philosophies bring about resistance to much needed change. It is characteristic of corrections that change comes in small increments and the development of more effective programs is often impeded by the heavy hand of tradition.

Sanger Powers, Director of the Wisconsin Division of Corrections, in his Presidential address to the American Correctional Association has described well this inertia so characteristic of the field:

> "We, along with the prisoners, all too often become institutionalized, accustomed to a given way of doing things, threatened by change, preferring routine to thinking, satisfied to do today as we did yesterday, to do tomorrow what we did today. We have been able in a rapidly changing world to keep alive at least some remnants of the good old days, some nostalgic correctional Shangri-las behind stone walls where we have been successful in slowing the march of time and progress. . . . The all-too-prevalent philosophy 'Don't stick your neck

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[4] The American Correctional Association, Manual of Correctional Standards, Third Edition, 1966, p. 398

"out,' the fear of being labelled 'trouble-maker' by superiors steeped in the pervasive presence of the past, have deprived the corrections field of many solid contributions from sound thinking corrections workers. I know all of you must share my impatience at this sort of thing, with those who find it easier to criticize than create, at the reasons one constantly hears why a new program or procedure won't work--'We're too small,' or 'We're too big for that kind of operation'; 'The public won't buy it'; 'It isn't in the budget'; 'We never did it that way before'; 'It'll never work'; or 'Some egghead in the front office must have thought this one up.' It would be refreshing at times to see the same degree of imagination and resourcefulness applied to making things work as is applied to finding reasons why they won't."[5]

The pressures toward conformity and the discouragement of rate busting is all too prevalent in institutional work and training programs. There is often considerable pressure exerted by other instructional or supervisory staff on those who show initiative and unusual efforts to develop training aspects of their program. This is particularly true in those institutional vocational training programs which evolve primarily from maintenance-oriented activities.

On the other hand, there are many vocational and work supervisors who extend themselves beyond the call of duty in order to preserve training aspects of their program. In this case, the system provides the impediment to change and creates a climate which discourages individual initiative and effective rehabilitation. Pressures placed on supervisors or instructors to meet work schedules often results in their putting aside or disregarding training outlines, lesson plans, evaluations of trainee performance and other considerations so vital to an organized program of trade training.

I recall a situation related to me by the vocational supervisor of an institutional plumbing shop. While plumbing is geared to maintenance, it is billed by this particular institution as trade training. The instructor, in this instance, had been striving to provide a rotating and diversified training experience for all men assigned to his unit and had shown unusual initiative in clinging to the important training aspects of his program. More recently, however, he had been forced, because of the ever increasing demands of institutional needs, to give up most of his classroom instruction and to resort to scoring of examinations at home in his off duty time.

With the limitations imposed by the unrealities and artificiality of the institutional environment, the relative success of correctional vocational training programs of the future will be largely related to efforts made to utilize more effectively the training resources and supportive services of the community. While an imaginative and vital vocational education and training program is extremely important within the institution, community-based programs will provide the thrust of the future in the development of correctional programs. Corrections has been rather cautious to try this community-centered approach, perhaps slowed somewhat by the feeling of many in the community that a certain amount of punishment must be involved in the control of offenders. Punishment, unfortunately, is often equated with imprisonment. Again, the conflicting ideologies which characterize society's reaction to crime and the offender operate to impede progress in the field. Community-based corrections, expanded work release programs and training furloughs, hold promise of providing an expansive and potential dimension to the extension of institutional training programs.

For the past nine months Project Challenge, an experimental and demonstration project sponsored by the National Committee for Children and Youth, and aimed at providing occupational training, counseling and community follow-up services for youthful offenders at the Lorton Youth Center, Lorton, Virginia, has been attempting to find the answers to some of the issues posed here today. The program has as its target population 170 inmates from the Washington, D.C. area, a largely urban Negro population, age 18-26 whose lack of adequate education and training would make them usable to profit from routine institutional vocational training and work programs. The vocational training aspect of the program involves systematic application of both theoretical and practical work carried out without concern for productivity but with emphasis on apprenticeship, which will permit the inmate upon release to make direct entry into a given occupation or trade. Practical work and on the job training is supplemented by classes on theory and a basic educational program featuring rapid remediation through the use of experimental materials developed jointly by the project and the George Washington University Educational Research Center. Remedial education, vocational talent materials and tutorial services by VISTA Volunteers are used concurrently with vocational training to upgrade the educational level of the men. Directed efforts have been made to involve those inmates whose academic deficiencies have excluded them from access to meaningful training under traditional institutional programs and toward the involvement of those inmates who have presented chronic disciplinary problems in the institution.

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[5] Powers, Sanger, "Contradictions in Corrections - A Critique," American Journal of Correction, Vol. 23, #6, Nov-Dec, 1961, p. 6-7

A primary thrust in the vocational training program has been the active solicitation and cooperation of local industry in preparing outlines, teaching plans, and providing consultation which serves to keep the program geared to the labor demands of the business and industrial community.

As a related effort the project has initiated steps to form a working committee to include business and industry representatives and with leadership to be provided by the apprenticeship council. The functions of this committee would be to provide advice on space and equipment requirements, and continuous assessment of training programs in terms of acceptability to particular trades.

Early in the project it became apparent that in order to maintain the integrity of training, particularly in those areas which parallel maintenance operations and institutional-needs activities, it was necessary to make continuous assessment of the relationship between our training and these aspects of the ongoing institutional program. We learned that in the interest of meeting the service and maintenance demands of the institution, training may well be consumed unless there is an established mechanism for regulating and evaluating the training value of various maintenance projects as they relate to the ultimate goal of the program. Throughout the program we have made a continuous and deliberate effort to shift program emphasis away from institutional needs. It is our observation, although at this particular point in the program we are without empirical substantiating data, that the success and effectiveness of correctional institutional training programs is in no small way related to the extent to which the program design and implementation can be removed from the influence of pressures and demands of institutional maintenance operations.

Production problems discussed earlier in their relationship to vocational training have not affected the operation of our project since the Youth Center at present has no program or facilities for institutional industrial operations.

Line staff of maintenance and production programs in institutions have been handicapped by the relative isolation of their operations from the rapidly changing technology and changing requirements of the labor market. This situation has been made more acute by the lack of support in terms of equipment and other resources required to meet the transition from programs largely designed to reduce idleness, maintain the system and reduce institutional management problems to programs of rehabilitation.

As part of staff development and training and as a vehicle to promote more effective dialogue between institutional training and the business, industrial and governmental communities, Project Challenge has encouraged and supported instructor participation in trade and professional organizations. We have found this participation to be vital to the development of effective, meaningful training programs. In addition, benefits accrue in terms of expanded job opportunities for trainees and improved instructor morale and performance. Professional and trade organizations offer excellent forums for emphasizing the mutual benefits of cooperative programs between institutions, business and industry. We are continuously impressed with the eager response of business, government and industry to assist in curriculum development and help in meeting equipment needs.

Program emphasis is on intensified or accelerated training geared to sentences which average 18-20 months. Sentencing is indeterminate under the Federal Youth Corrections Act with mandatory parole after 4 years. Based on our project experience and assuming a reasonable rate of release, accelerated vocational programs appear to be most effective in youthful offender institutions. Such intensified programs are geared more toward the inclination of youthful inmates to respond more favorably to short-range goals.

Initial project planning anticipated early approval of work release and training furloughs for those ready for advanced apprentice level training. Approval for these programs has not yet been obtained.

Prior to the inception of Project Challenge, graduates of institutional training were largely funneled back into institutional maintenance and needs operations and into assignments largely unrelated to training. Operating with a refreshing degree of autonomy, the project has acted as a catalyst in establishing new means of utilization which serve to further the skill development of those completing training. A welding unit has been created and an automotive servicing unit is now being organized. Services in this area previously were performed at other institutions or by cadremen.

To further capitalize on aptitudes and skills developed, the project has experimented with the use of graduates as lead men to help with the training of new groups. This approach has been most effective in several training areas. This aspect of our program closely parallels Draper's inmate service corps. Such applications obviously have limitations, but the general principle of having people learn by teaching others in the same class can be adapted to many situations where a more personal tutorial relationship is needed than staff alone can provide.

Other innovative features of the project concerning new approaches to staffing and supportive services in institutions will be described this afternoon in Mr. Leiberg's presentation.

I would like to take this opportunity to thank the Office of Manpower Policy, Evaluation and Research, and Dr. McKee and the staff of the Rehabilitation Research Foundation for making this conference possible. We hope that Project Challenge can, in some small way, contribute to the insights of those who also seek new answers and approaches to old and complex problems.

FEDERAL YOUTH CORRECTIONS ACT

(Title 18, Chapter 402, U. S. Code)

Sentence:

Section 5010 (a) - If Court feels youth does not need commitment, it may suspend sentence and place him on probation.

Section 5010 (b) - Court may commit youth to the Attorney General for treatment and supervision and he shall be paroled on or before the expiration of four-years from the date of his conviction and shall be discharged, unconditionally, on or before the expiration of six-years from the date of his conviction.

Section 5010 (c) - Court may sentence youth up to the maximum sentence provided by law for his offense or until he is released on parole, which must occur at least two-years before the expiration of his maximum sentence.

Section 5010 (d) - Court may decide that youth be sentenced under other applicable penalty provisions.

Section 5010 (e) - Court may commit youth for diagnosis and study and, within sixty-days, receive a report of findings and a recommendation for treatment.

SOURCES OF INMATES

1. Persons from 18 to 26 years of age, convicted of felonies within the District of Columbia, and whom the Court feels might benefit from intensified, specialized treatment.
2. Persons under 18 years of age whom the D.C. Juvenile Court waives to the adult courts.
3. Persons from neighboring states whom the U.S. District Courts sentence under provisions of the Federal Youth Corrections Act and who are assigned to the Youth Center for treatment by the Director, Federal Bureau of Prisons.

PLACEMENT OF YOUTHFUL OFFENDERS

On receipt of the reports and recommendations from the Youth Center and from the Youth Division, U.S. Board of Parole, The Director, Federal Bureau of Prisons, may:

1. Recommend that the youth be released under supervision:
2. Allocate and direct the transfer of the youth to some other institution for treatment, or:
3. Order the youth confined and treated at the Youth Center.

The Director, Federal Bureau of Prisons, may transfer, at any time, a committed youth from one institution to another.

CLASSIFICATION STUDIES AND REPORTS

1. Youth Center Diagnostic Staff shall make a complete study, including mental and physical examinations, to ascertain personal traits, capabilities, social back-

ground, and any mental or physical defects or other factors contributing to the delinquency. Such studies should be completed within sixty-days.

2. Youth Center Staff forwards a report of its findings and its recommendations for treatment to the Youth Division, U.S. Board of Parole.

3. At least one member of the Youth Division reviews all reports and makes recommendations to the Director, Federal Bureau of Prisons, as may be indicated.

PROGRESS REPORTS

1. Youth Center Staff will submit periodic progress reports on the treatment of all committed youths as the Youth Division may require.

2. Pre-Parole Progress Reports will be submitted on each youth prior to each appearance before a Youth Division member for parole consideration.

3. U.S. Probation Officers will also submit periodic reports to the Youth Division on the adjustment of youths after release.

RELEASES

1. The Youth Division may direct the release on parole of a youth at any time after his commitment.

2. The Director may recommend that a youth be paroled when, in his judgment, such parole is indicated.

3. The Youth Division may discharge a youth unconditionally at the expiration of one-year from the date of his release.

Chapter 402 - FEDERAL YOUTH CORRECTIONS ACT

Sec.
5005. Youth Correction Division
5006. Definitions
5007. Duties of Members; meetings
5008. Officers and employees
5009. Rules of Division
5010. Sentence
5011. Treatment
5012. Certificate as to availability of facilities
5013. Provision of facilities
5014. Classification studies and reports
5015. Powers of Director
5016. Reports concerning offenders
5017. Release of youth offenders
5018. Revocation of Division orders
5019. Supervision of released youth offenders
5020. Apprehension of released youth offenders
5021. Certificate setting aside conviction
5022. Applicable date
5023. Relationship to Probation and Juvenile Delinquency Acts
5024. Where applicable
5025. Applicability to District of Columbia Prisoners
5026. Parole of other offenders not affected

AMENDMENTS

1952-Act Apr. 8, 1952, ch. 163, par. 4, 66 Stat. 46, amended analysis by adding items 5024 and 5026.

1950-Chapter added by act Sept. 30, 1950, ch. 1115, par. 2, 64 Stat. 1085

CROSS REFERENCES

Young adult offenders, imposition of sentences pursuant to provisions of this chapter, see section 4209 of this title.

Par. 5005. Youth Correction Division

There is created within the Board of Parole a Youth Correction Division. The Attorney General shall, from time to time, designate members of the Board of Parole to serve on said Division, as the work requires. The Attorney General shall, from time to time, designate one of the members of the Division to serve as Chairman and delegate to him such administrative duties and responsibilities as may be required to carry out the purposes of this chapter. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1085).

REPEAL

Section 3 (b) of Act (September 30, 1950, ch. 1115, 64 Stat., 1089) which provided that the Federal Youth Corrections Act should not affect parole of regular prisoners was repealed by Act April 8, 1952, ch. 163, par. 3 (b), 66 Stat. 46.

Par. 5006. Definitions

As used in this chapter:

(a) "Board" means the Board of Parole

(b) "Division" means the Youth Correction Division of the Board of Parole

(c) "Bureau" means the Bureau of Prisons

(d) "Director" means the Director of the Bureau

(e) "Youth Offender" means a person under the age of twenty-two years at the time of conviction

(f) "Committed youth offender" is one committed for treatment hereunder to the custody of the Attorney General pursuant to section 5010 (b) and 5010 (c) of this chapter

(g) "Treatment" means corrective and preventive guidance and training designed to protect the public by correcting the anti-social tendencies of youth offenders

(h) "Conviction" means the judgment on a verdict or finding of guilty, a plea of guilty, or a plea of nolo contendere. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1086).

Par. 5007. Duties of Members, Meetings

The Division shall hold stated meetings to consider problems of treatment and correction, to consult with, and make recommendations to, the Director with respect to general treatment and correction policies for committed youth offenders, and to enter orders directing the release of such youth offenders conditionally, under supervision, and the unconditional discharge of such youth offenders, and take such further action and enter such other orders as may be necessary or proper to carry out the purposes of this chapter. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1086).

Par. 5008. Officers and Employees

The Attorney General shall appoint such supervisory and other officers and employees as may be necessary to carry out the purpose of this chapter. United States probation officers shall perform such duties with respect to youth offenders on conditional release as the Attorney General shall request. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1086).

Par. 5009. Rules of Division

The Division shall adopt and promulgate rules governing its own procedure. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1086).

Par. 5010. Sentence

(a) If the court is of the opinion that the youth offender does not need commitment, it may suspend the imposition or execution of sentence and place the youth offender on probation.

(b) If the court shall find that a convicted person is a youth offender, and the offense is punishable by imprisonment under applicable provisions of law other than this subsection, the court may, in lieu of the penalty of imprisonment otherwise provided by law, sentence the youth offender to the custody of the Attorney General for treatment and supervision pursuant to this chapter until discharged by the Division as provided in section 5017 (c) of this chapter, or:

(c) If the court shall find that the youth offender may not be able to derive maximum benefit from treatment by the Division prior to the expiration of six-years from the date of conviction it may, in lieu of the penalty of imprisonment otherwise provided by law, sentence the youth offender to the custody of the Attorney General for treatment and supervision pursuant to this chapter until discharged by the Division as provided in section 5017 (d) of this chapter.

(d) If the court shall find that the youth offender will not derive benefit from treatment under subsection (b) or (c), the court may sentence the youth offender under any other applicable penalty provision.

(e) If the court desires additional information as to whether a youth offender will derive benefit from treatment under subsections (b) or (c) it may order that he be committed to the custody of the Attorney General for observation and study at an appropriate classification center or agency. Within sixty-days from the date of the order, or such additional period as the court may grant, the Division shall report to the court its findings. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1087).

Par. 5011. Treatment

Committed youth offenders not conditionally released shall undergo treatment in institutions of maximum security, medium security, or minimum security types, including training schools, hospitals, farms, forestry and other camps and other agencies, that will provide the essential varieties of treatment. The Director shall, from time to time, designate, set aside, and adapt institutions and agencies under the control of the Department of Justice for treatment of committed youth offenders, and such youth offenders shall be segregated according to their need for treatment.

Par. 5012. Certificate as to Availability of Facilities

No youth offender shall be committed to the Attorney General under this chapter until the Director shall certify that the proper and adequate treatment facilities and personnel have been provided. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1087).

Par. 5013. Provision of Facilities

The Director may contract with any appropriate public or private agency not under his control for the custody, care, subsistence, education, treatment, and training of committed youth offenders, the cost of which may be paid from the appropriation for "Support of United States Prisoners." (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1087).

Par. 5014. Classification Studies and Reports

The Director shall provide classification centers and agencies. Every committed youth offender shall first be sent to a classification center or agency. The classification center or agency shall make a complete study of each committed youth offender, including a mental and physical examination, to ascertain his personal traits, his capabilities, pertinent circumstances of his school, family, home life, any previous delinquency or criminal experience, and any mental or physical defect or other factor contributing to his delinquency. In the absence of exceptional circumstances, such agency shall promptly forward to the Director and to the Division a report of its findings with respect to the youth offender, and its recommendations as to his treatment. At least one member of the Division shall, as soon as is practicable after commitment, interview the youth offender, review all reports concerning him, and make such recommendations to the Director and to the Division as may be indicated. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1087).

Par. 5015. Powers of Director as to Placement of Youth Offenders

(a) On receipt of the report and recommendations from the classification agency the Director may:

(1) Recommend to the Division that the committed youth offender be released conditionally under supervision, or:
(2) Allocate and direct the transfer of the committed youth offender to an agency or institution for treatment, or:
(3) Order the committed youth offender confined and afforded treat- under such conditions as he believes best designed for the protection of the public.

(b) The Director may transfer, at any time, a committed youth offender from one agency or institution to any other agency or institution. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1088).

Par. 5016. Reports Concerning Offenders

The Director shall cause periodic examinations and re-examinations to be made of all committed youth offenders and shall report to the Division as to each such offender, as the Division may require. United States probation officers and supervisory agents shall likewise report to the Division respecting youth offenders under their supervision, as the Division may direct. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1088).

Par. 5017. Release of Youth Offenders

(a) The Division may at any time, after reasonable notice to the Director, release conditionally, under supervision, a committed youth offender. When, in the judgment of the Director, a committed youth offender should be released conditionally, under supervision, he shall so report and recommend to the Division.

(b) The Division may discharge a committed youth offender unconditionally at the expiration of one-year from the date of conditional release.

(c) A youth offender, committed under section 5010 (b) of this chapter, shall be released conditionally under supervision, on or before the expiration of four-years from the date of his conviction, and shall be discharged, unconditionally, on or before the expiration of six-years from the date of his conviction.

(d) A youth offender committed under section 6010 (c) of this chapter shall be released conditionally, under supervision, not later than two-years before the expiration of the term imposed by the court. He may discharge, unconditionally, at the expiration of not less than one-year from the date of his conditional release. He shall be discharged unconditionally on or before the expiration of the maximum sentence imposed, computed uninterruptedly, from the date of his conviction.

(e) Computation of sentence authorized by an Act of Congress shall not be granted as a matter of right to committed youth offenders, but only in accordance with rules prescribed by the Director, with the approval of the Division. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1089).

Par. 5018. Revocation of Division Orders

The Division may revoke or modify any of its previous orders respecting a committed youth offender, except an order of unconditional discharge. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1089).

Par. 5019. Supervision of Released Youth Offenders

If, at any time, before the unconditional discharge of a committed youth offender, the Division is of the opinion that such youth offender will be benefitted by further treatment in an institution or other facility, any member of the Division may direct his return to custody or, if necessary, may issue a warrant for the apprehension and return to custody of such youth offender and cause such warrant to be executed by a United States probation officer, an appointed supervisory agent, a United States Marshal, or any officer of a Federal penal or correctional institution. Upon return to custody, such youth offender shall be given an opportunity to appear before the Division, or a member thereof. The Division may then, at its discretion, revoke the order of conditional release. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1089).

Par. 5021. Certificate Setting Aside Conviction

Upon the unconditional discharge, by the Division, of a committed youth offender, before the expiration of the maximum sentence imposed upon him, the conviction shall be automatically set aside and the Division shall issue to the youth offender a certificate to that effect. (Added September 30, 1950, ch. 1116, par. 2, 64 Stat. 1089).

Par. 5022. Applicable Date

This chapter shall not apply to any offense committed before its enactment. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1089).

Par. 5023. Relationship to Probation and Juvenile Delinquency Acts

(a) Nothing in this chapter shall limit or affect the power of any court to suspend the imposition or execution of any sentence and place the youth offender on probation, or be construed in any wise to amend, repeal, or affect the provisions of Chapter 231 of this title, or the Act of June 25, 1910, ch. 433, 36 Stat. 864, as amended (ch. 1, title 24, of the D. of C. Code), with relation to probation.

(b) Nothing in this chapter shall be construed in any wise to amend, repeal, or affect the provisions of chapter 403 of this title (Federal Juvenile Delinquency Act), or limit the jurisdiction of the United States courts in the administration and enforcement of that chapter, except that the powers as to parole of juvenile delinquents shall be exercised by the Division.

(c) Nothing in this chapter shall be construed in any wise to amend, repeal, or affect the provisions of the Juvenile Court Act of the District of Columbia (ch. 9, title 11, of the D. of C. Code). (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1089, amended April 8, 1952, ch. 163, par. 1, 66 Stat. 45).

AMENDMENTS

1952 - Subsec. (a) amended by act April 8, 1952, to provide that nothing in this chapter was to affect chapter 1, title 24, of the District of Columbia Code.

Subsec. (c) added by act April 8, 1952

Par. 5024. Where Applicable

This chapter shall apply in the continental United States, other than Alaska, and to youth offenders convicted in the District of Columbia of offenses under any law of the United States not applicable exclusively to such District, and to other youth offenders convicted in the District to the extent authorized under section 5025. (Added September 30, 1950, ch. 1115, par. 2, 64 Stat. 1089 amended April 8, 1952, ch. 163, par. 2, 66 Stat. 45).

AMENDMENTS

1952-Act April 8, 1952, amended section to make the provisions of the chapter applicable to the District of Columbia with specified limitations.

Par. 5025. Applicability to District of Columbia Prisoners

The District of Columbia is authorized to either provide its own facilities and personnel or to contract with the Director for the treatment and rehabilitation of committed youth offenders convicted of offenses under any law of the United States applicable exclusively to the District. Wherever undergoing treatment, such committed offenders shall be subject to all the provisions of this chapter as though convicted of offenses not applicable exclusively to the District of Columbia. (Added April 8, 1952, ch. 163, par. 3, (a), 66 Stat. 46).

Par. 5026. Parole of Other Offenders Not Affected

Nothing in this chapter shall be construed as repealing or modifying the duties, power, or authority of the Board of Parole, or of the Board of Parole of the District of Columbia, with respect to the parole of United States prisoners, or prisoners convicted in the District of Columbia, respectively, not held to be committed (ch. 163, par. 3 (a), 66 Stat. 46).